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Acronyms

ADIFCE	Association des Detenteurs d'Intérêt de ligne Ferroviaire Côte-Est
ANAE	Association Nationale d'Actions Environnementales
ANGAP	Association Nationale pour la Gestion des Aires Protégées
CCD	Comité Communal de Développement
CCF	Comité Communal Ferroviaire
CEDII	Centre d'Echange et de Documentation Inter-Institutionnel
CIDST	Centre d'Information et de Documentation Scientifiques et Techniques
CINU	Centre d'Information des Nations Unies
CITE	Centre d'Information Technique et Economique
CMP	Comité Multi-local de Planification
CRC	Comité de Reflexion sur la Compétitivité
CRD	Comité Régional de Développement
CSO	Civil Society Organization
CT Far	Cellule Technique du Faritany
DRV	Dinika sy Rindra ho an'ny Vehivavy (Comité de Concertation et de Coordination des Associations et ONG/Femmes de Madagascar)
EPI	Espace Pour l'Information
ERPG	Economic Research and Policy Group
FCE	Ferroviaire Côte-Est
FFE	Fondation Friedrich Ebert
FID	Fonds d'Intervention pour le Développement
FOFIFA	FOibe Fikarohana ho an'ny FAmbolena
GIS	Geographic Information System
GOM	Government Of Madagascar
GTDR	Groupes de Travail de Développement Rural Régional
HIPC	Highly Indebted Poor Countries
INSTAT	Institut National de la Statistiques
LDI	Landscape Development Initiative
MEF	Ministère des Eaux et Forêts
MMDF	Association des Transporteurs de Fianarantsoa
NGO	Non-Governmental Organization
OPCI	Organisme Public de Coopération Intercommunale
PADR	Plan d'Action pour le Développement Rural
PAGE	Programme d'Appui à la Gestion Environnementale
PDC	Plan de Développement Communal
PEDM	Programme Energie Domestique de Majunga
PMA	Pays les Moins Avancés
PSDR	Projet de Soutien au Développement Rural
PSRP	Poverty Reduction Strategy Paper
PST	Programme Sectoriel Transport
SDR	Schéma de Développement Régional
SIM	Syndicat des Industries de Madagascar
SIP	Système d'Information Provincial
SPO	Special Program Objective
STA	Secrétariat Technique de l'Ajustement
UNDP	United Nations Development Program
UTC	Unité Technique Centrale

PERIOD OVERVIEW

On a privilégié le technique, le financier et l'organisationnel, à travers un mouvement venant d'en haut. On a fait peu de cas de la nécessité d'un vrai dialogue avec le maître de l'ouvrage bénéficiaire. On a donné peu de poids au caractère indispensable de renforcement/ amélioration de la capacité des communes, des provinces. Les développeurs ont globalement essaimé, un peu partout, des produits de développement à inaugurer et non un processus de développement local, régional et national, qui prend racine dans la terre malgache et qui s'inscrit dans le paysage institutionnel, social et culturel de la communauté et de la société.

Les résultats des élections, même lus avant la présentation officielle par la HCC, tendent à montrer que les activités de développement à Madagascar ne peuvent plus continuer ni dans une telle ambiance des affaires ni selon une telle ingénierie de conception et d'opérationnalisation des projets de développement.

In this second project year, Ilo partners made important strides in establishing themselves as significant regional actors. Groups for which the Ilo project made a difference include traditional fishermen, Mahajanga home owners, transport operators, disenfranchised and isolated communities in Fianarantsoa and Mahajanga, and communities bordering on the Fianarantsoa – Côte-Est Railway. In the context of decentralization, Ilo enabled regional actors to better organize themselves to tackle common issues and begin to plot a more coherent path to development. Two provinces now have an information system that enables them to become recognized players in a still centralized decision making environment. And information providers and users are implementing homegrown approaches to making information work for mobilization and regional development.

The ideas, initiatives and structures on display in this report are those of Ilo's partners and of Pact. Examples clearly show that Governors and other actors will defend what they have developed with Pact, moving toward greater regional coherence in the face of the traditional project cycle and central decision making.

Excerpt from an article by Rolland Ramahatra published in Tribune January 9, 2002. Docteur Ramahatra is a respected specialist on governance and a close collaborator of Pact. This excerpt summarizes a global governance issue in Madagascar at this time.

THE YEAR'S HIGHLIGHTS

Traditional fishermen defend their livelihoods among the big fish

Madagascar's pink gold – shrimps from the Mozambique Canal just off the West Coast of the Island – is creating significant wealth for many *nouveaux riches* and giving the country's economic growth rate a nice boost. Yet this increased fishing activity has had quite the reverse impact on traditional fishing communities. Traditional fishermen, scattered in dozens of small villages along the Mahajanga coastline are seeing their fish stocks dwindle as industrial and commercial vessels edge up along the shore where shrimps are most plenty.



Sakalava and Tsimihety communities that line the semi-desert coastline are among the poorest in Madagascar and the world and have little or no access to health and education services. For these people, the daily catch is directly linked to survival. As motorized vessels invade the 2-mile zone that was instituted to protect them as well as the future of the resource, they have had no recourse and little hope that the current trends in depletion of the resource can be reversed. Until now.

Through support from Pact, the fishermen organized into 20 formal associations and federated under Ankoay (Eagle). This year Ankoay won a seat at the table where big fish from Japan, the European Union and the Environment and Fisheries ministries discuss the future of the resource and craft policy and programming. Their “seat for the small fish” was won as a result of an intense capacity building process, of research and strategic thinking, leading to advocacy actions that positioned Ankoay as a legitimate and credible voice. As a direct result of Ankoay's dynamism, the National Environment Office (ONE) reversed a previous decision and added Mahajanga to its list of priority zones for the implementation of coastal management programming.

Woman holding fishing
net, north of Mahajanga,
2001
Photo by Pierrot Men

The sea ahead will prove to be choppy. Contradictions in laws on the 2-mile zone, weak control mechanisms over nets and engine size, insufficient enforcement capacity, fast and furious profit for local and international fleet operators – Japanese and European foremost – and corruption allegedly leading up the highest levels of the state all amount to a tidal wave of hurdles. But significant resources are committed to insuring the future of fishing stocks. And Ankoay is now well positioned to promote and defend the interests of traditional communities within the policies, programming and implementation that will impact on the future of the resource – and on the future of thousands of Madagascar's poorest families. Ankoay's recent inputs into policy review and the federation's continued lobbying efforts to bring the necessary means to bear on control of the 2-mile zone are a promising development for those communities for which fishing is a means of survival as well as a way of life.

Ankoay's impact is already felt at home. The federation is promoting responsible fishing among its members through greater respect for fishing seasons and other environmental safeguards.

Pact will provide capacity building and mentoring to Ankoay throughout 2002 to help the federation reach organizational maturity and capitalize fully on advocacy experience gained in the coming battles on the 2-mile fishing zone. This work is made possible by a grant by USAID as part of the Improved Public Information and Dialogue – Ilo (pronounced *e-lou*) – governance program.

THE YEAR'S HIGHLIGHTS

A (decentralized) road to recovery for the poorest of the poor

Madagascar is one of the poorest countries in the world, with over 70% of the population living under the ultimate poverty line. Poverty in Madagascar translates into stunted growth for 48% of children, a 54 year life expectancy plagued with malaria, respiratory ailments and 35% of children not reaching the 5th grade. Structural adjustment programs dealing with Madagascar's debt crisis beginning in 1980 have contributed to a sharp rise in poverty for the great majority of Malagasy. Between 1980 and 1997, the percentage of the population living under the ultimate poverty line jumped from 47% to 75%.

During this period, investments in infrastructure and road maintenance were reduced as resources became increasingly channeled by structural adjustment policies to the growing service costs of the debt.¹ Between 1971 and 1999 Madagascar lost 7000 kilometers of roads out of a total of 38,000. The impact on the economy was severe, as an increasing number of communities turned into enclaves, losing links with markets, services and information and witnessed the growth of monopolistic traders. Coupled with disastrous socialist policy beginning in 1976 and structural problems, Madagascar became a net importer of rice in the 1980's and has since watched its per capita agricultural production erode steadily.

Today Madagascar embarks on a \$200 million dollar plus investment program to rehabilitate roads and improve agricultural production. These new investments are being made in the context of the global debt reduction program (HIPC Initiative) piloted by the World Bank as part of its strategy to reduce poverty. Road rehabilitation programs will be crafted in collaboration with newly-created autonomous provinces as part of Madagascar's decentralization policy.

At issue is the new political equilibrium that needs to be found between regional economic growth and poverty relief for hundreds of

¹ Health and Education budgets were reduced by more than half in real terms between 1980 and 1995

communities for which the road has all but disappeared. Responsibility for finding that equilibrium through priority setting for road rehabilitation rests on new provincial governments that lack resources, technical skill and information – and experience.

Through a support program run by Pact, finding that equilibrium and insuring that the poorest citizens and communities are not left by the road side has become a reality in 2 of Madagascar's 6 provinces. Pact helped the Governments of Mahajanga and Fianarantsoa reach out to their constituents through peasant associations, elected Rural Development Working Groups, transport operators and agro-industrials. Pact also assisted civil society organizations in identifying common interests and building capacity to intervene in negotiations. The result is a wide-ranging provincial consensus on criteria for setting priorities in road rehabilitation.

The consensus introduces a set of criteria that includes lifting enclaves as part of each provincial program. After a round of intense negotiations, provincial governments and their constituents successfully defended their criteria in workshops with central ministries and donors. Initial central government / donor criteria was strictly economic and would have by-passed many enclave communities, leaving them cut off from development. Beginning in 2002, priority road rehabilitation programming will introduce provincial criteria as part of the criteria mix. This will make a world of difference for dozens of communities among the poorest in Madagascar.

As a result of this activity provincial governments have gained a valuable experience in legitimate, constructive political process. Civil society organizations and the private sector have a much better understanding of the economic and social significance of roads and the institutional environment for decision making. Moreover, each province now has its own publicly accessible geographic information system thanks to a public/private partnership fostered by Pact. The systems are enabling decentralized governments to make their own analysis on roads and other development topics, improving decentralized decision making and paving the way for a more informed and constructive partnership between government, civil society and the private sector.

In response to comments on the complexity of Ilo activities and reports, Pact has developed a new, more legible reporting format in order to facilitate the assessment of project results and impact.

RESULTS

Under this new format, activities under the project's 3 expected results are streamlined for greater clarity. The project's expected results are linked with Pact's three-pronged approach to civil society development, as described in Pact's briefing to USAID/Madagascar's SPO on 2001 results.

Briefly, the sustainable development of civil society in all its dimensions requires coherent actions on three interrelated fronts: a) greater awareness, commitment, organizational and technical capacity of CSOs, b) increased knowledge, access and use of information, and c) an enabling framework for participation. Table I, below, illustrates the correspondence between Ilo expected results and the three prongs of Pact's approach to civil society development. Project activities are organized under three programs, in alignment with each project result.

Table I

Pact's three-pronged approach to civil society development

R5 Increased quantity and quality of civil society and press interventions in public dialogue	R4 Increased availability and use of focussed information on issues	R6 Improved dialogue between actors on key policy issues
awareness and commitment, organizational and technical capacity of CSOs	knowledge and information	enabling framework for participation
<i>CSO capacity building program:</i> Political and institutional training Common interest identification Organizational development / auto-assessment of organizational performance. Management and administration Issues development Strategic thinking Negotiation Advocacy and communications Coalition building and networking	<i>Knowledge development program:</i> Building information literacy through facilitation between information supply and demand Regional knowledge development Improved access to gray information Greater transparency and information sharing among regional public institutions Greater information management and analysis capacity at regional level.	<i>Regional decision-making program:</i> Building and strengthening regional decision-making frameworks Mobilizing regional authorities on issues Building frameworks for greater coherence in development investments Improving the financial, legal and fiscal environment for civil society

Results

R5 INCREASED QUANTITY AND QUALITY OF CIVIL SOCIETY AND PRESS INTERVENTIONS IN PUBLIC DIALOGUE

AWARENESS AND
COMMITMENT,
ORGANIZATIONAL
AND TECHNICAL
CAPACITY OF CSOs

TRADITIONAL FISHING

LAND TENURE

Pact's first measure of results for civil society development is the commitment of capable organizations to public interest issues. Second is the impact of those organizations on public policy and programming. Third is the sustainability of those organizations beyond project life. In 2001, several coalitions and federations mobilized on key local and regional issues and in doing so improved civil society's position and influence vis-à-vis government authorities and donors. These actions are a direct result of capacity building by Pact in 2000 and 2001. The commitment and new skills of these organizations have improved the representation of sections of the population on issues of concern to their well being and development.

Representation of the rights and interests of fishing communities along the North Western coast in critical issues related to commercial and industrial fishing is now insured through Ankoay, a federation of 20 traditional fishing associations officialized in February. Ankoay is now recognized by other fishing organizations, by government agencies and donor projects as a credible representative of traditional fishermen in Mahajanga. The Federation has gained a seat on the coastal management committee in October and has influenced the reversal of a previous decision in favor of Mahajanga as a priority coastal management zone for 2002. The National Environment Office (ONE) now has a better perspective on protecting the coastal environment, grounding policy and programming through Ankoay. See *Traditional fishermen defend their livelihoods among the big fish*, above.

Citizens of Mahajanga are moving to secure their property through Hery Miray. Victims of lack of information, inefficient land tenure services and corruption by city and other officials, many Mahajanga residents have lost their non-legalized property in the past 2 years. In the last quarter of this year the Hery Miray federation of 55 neighborhood associations moved to teach residents on due process and clarify land use and case typology by neighborhood. The federation is now recognized by the Commune and local authorities as the best informed actor in Mahajanga on land tenure and an inevitable player on all land tenure issues. Hery Miray lobbied central government and donors in October to select Mahajanga as a priority site for the national land reform program.

RAIL SERVICE

Traditional leaders and economic actors along the Fianarantsoa-Manakara railroad (FCE) are playing front center in protecting and improving essential rail service. The railroad service is essential to the well being of 100,000 people who export fruits and coffee and import rice. Bad maintenance and slash and burn along the rail road threaten rail service. The Association of Interest Holders in the FCE (ADIFCE) is involved through Community Rail Councils in implementing Dinas (traditional community agreements) on hillside protection and other issues associated with the rail service. ADIFCE played a major role this year in negotiations held in July with the public railroad and the regional union of communes on means to safeguard the rail service.



Ripening bananas
along the railroad
Photo by Pierrot Men

Fianarantsoa transport operator's federation MMDF becomes a key regional – and national – authority on transport issues. In August MMDF hosted a provincial forum on transport in preparation for a national forum on the revision of transport laws.

Participants from other provinces expressed strong interest in the MMDF formula and are reportedly launching **MMDU** and **MMDM** respectively in Toliary and Mahajanga. MMDF is in a position to make concrete, coherent proposals on transport laws in the context of provincial autonomy and is highly respected at all levels. The federation developed a vision of transport for Fianarantsoa and has plans to conduct economic analysis with INSTAT to articulate that vision. The result will be better managed transport lines for the new province. The Federation crafted road rehabilitation criteria with the Provincial Government in September, introducing social criteria into new provincial road rehabilitation policy. MMDF has entered into a coalition with the Syndicate of Engineers to re-introduce public standards and controls in infrastructure in October. As a result of corrupt practice no standards have been applied to provincial infrastructure projects in the past 20 years, reducing the life span and safety of bridges, dams and other infrastructure. In the city of Fianarantsoa, initial MMDF results are still holding: speeding and transport line piracy are down, respect of schedules is up.

TRANSPORT

WATER AND
ENVIRONMENTAL
PROTECTION

The H2O Coalition campaigns for recognition of the water depletion problem at Antarambiby.

In May the Coalition has gained recognition by the Water and Forest Ministry, which is no longer hostile to civil society involvement on the issue. Moreover, H2O Coalition is now recognized by the Water and Forests Ministry as the lead in solving the Antarambiby issue. Government, agency and public participation in H2O forums at CEDII is strong; regional women groups chose to plant trees at Antarambiby for women's day March 8; the famed scholar Père Adolfe Razafisalama referred to Antarambiby in his opening speech for the opening of the school year at St-Francois College. H2O's activities led USAID's PAGE project to conduct economic studies at Antarambiby and the US Forest Service to conduct a mission there. The Coalition has conducted intensive field assessments and is now launching a comprehensive plan to resolve the issue with the local communities involved and to engage government environmental agencies and projects in negotiated solutions with the communities. The Antarambiby reservoir, the principal water source for the city of Fianarantsoa and rice fields covering 5 communes, is drying up. Bringing the issue of water depletion into public attention heightens public awareness to the value of the whole Corridor of which Antarambiby is a part and contributes in no small way to reaching USAID regional environmental strategic objectives.

GENDER
TRANSPARENCY

Pact also provided support to the DRV federation of women's associations in holding a national forum on the impact of PRSP and the Rural Development Action Plan on women. The forum enabled 100 representatives from 450 organizations to reach a consensus on political participation and women's access to positions of influence. Pact also supported the Madagascar Chapter of Transparency International in crafting its annual work plan in January and completing its Madagascar Corruption Survey in November.

See annex IV for a summary of results achieved by Pact's civil society partners

MEDIA

In Fort-Dauphin, Pact partner IRY ran a successful program to train journalists and increase the quantity and quality of information on local airwaves. As a result of the program, journalists increased their capacity to identify and cover issues and produce information formats.² There was a marked increase in regional information content on local radio stations, and the introduction of new formats. Pact chose to concentrate resources on Fort-Dauphin for this year, and did not launch a program in Fianarantsoa and Mahajanga.

ASSESSMENT

A key element in civil society and media development is commitment to values and to issues. Civil Society in Madagascar evolves in an environment where the competition for scarce resources is strong, and in which establishing an NGO can be financially rewarding. The line between civil society organizations and private concerns is often blurred. Pact conducted intensive capacity building with its partners in 2001. These new capacities serve as tools toward a common purpose for CSOs that are committed and have significant understanding of the political and institutional environment in which they are evolving. This, we find, is the essential element of civil society. How many projects and programs work with civil society ? How many of those consciously teach organizations the civics of their existence, and conduct real capacity building ? Not nearly enough.

Pact's results with civil society demonstrate that, beyond the capacity to organize, the ability to question, to understand, to mobilize and to advocate has a very positive impact on an organization's prospects for sustainability. Nearly all of the CSOs involved with Pact beginning with the Rary project in 1997 are operational today, independently of Pact financing. Capacities of each individual partner will be assessed in 2002.

For a brief overview of Pact's capacity building framework for the Ilo activity, see annex VI

² A list of themes developed by Fort-Dauphin journalists can be found in annex IV

R4
INCREASED
AVAILABILITY
AND USE OF
FOCUSSED
INFORMATION
ON ISSUES

Pact's program in knowledge development and information is made up of two distinctive, complementary elements: Information for social mobilization – the regional inter-actor information centers CEDII and EPI; and spatial information analysis for decision making – the Provincial Information Systems (SIP).

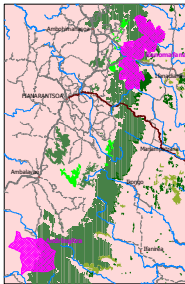
Briefly, knowledge and information serve decision makers as well as civil society. For civil society, greater knowledge yields greater mobilization and more constructive and effective involvement in public life. For decision makers, knowledge and information allow for improved decision making. And for both sectors of society, shared knowledge and information constitutes an essential reference for constructive dialogue.

Spatial Information Analysis, Information for Social Mobilization and Regional Decision Making form a global framework for the improvement of governance at the regional level. Current programming in information is based on the institution of locally owned and controlled frameworks for knowledge development.



Seeking knowledge and expressing thoughts and constructs.
Photo by Pierrot Men

SPATIAL
INFORMATION
ANALYSIS FOR
DECISION MAKING



Certainly the most important result of this year is the realization by the actors – civil society as well as decision makers – in Fianarantsoa and Mahajanga of the importance of information for development. The nascent provincial information systems (SIP) have been adopted by each Governor, are supported in part by the provincial budget and housed within public buildings. Local government agencies, as well as regional Instat offices, are very much involved in the development and use of the system. That are also willing to defend it against unilateral initiatives from the Capital. Mahajanga actors recently resisted the creation of a provincial *environmental watch system* (tableau de bord environnemental) committee, proposing instead to incorporate the initiative and its information system into the SIP and CTFar. This is a positive indicator for greater coherence and commitment by regional actors.

Both Fianarantsoa and Mahajanga have officially launched their provincial information system³ and have put it to good use. In Mahajanga, the system is used to help 5 Regional Working Groups on Rural Development (GTDR) produce spatial references on rural realities. This can lead to better public – GTDR – orientation on investment priorities in infrastructure and public programs. GTDRs are representative, elected regional bodies bringing together peasant associations, elected officials, local administration officials, business leaders and development projects. In Fianarantsoa, the SIP is working to shed light on regional issues such as the Antarambity reservoir and the Fianarantsoa – Côte-Est Railroad. It is providing the OPCI member communes with a regional vision, and will soon be used to map out existing provincial infrastructure projects in support of an initiative to curb corruption and restore criteria and quality control.

The Mahajanga information system has published a provincial social directory, based on information from most public services present in Mahajanga, including health, education, and agriculture. The full participation of once reserved public officials into an information project that is their own has had great impact on attitudes toward information, information sharing and the role of information in public decision making and development. Regional officials received training on information management and are now part of a regional information sharing

³ The SIP was officially launched in September in Fianarantsoa and in October in Mahajanga.

network. Fianarantsoa officials, meanwhile, held a « journée économique » in September, and Mahajanga officials now want to publish a provincial economic directory. Both SIPs contributed significantly to finalizing the World Bank/FOFIFA Communal Survey, managed by Cornell/Instat and will capitalize the results for regional use, such as by the GTDRs.

The provincial information systems were instrumental in the emergence of an essential provincial consensus on road rehabilitation. Newly elected governors worked with civil society organizations and the private sector to define criteria for priority investments in rehabilitation. After heated negotiations, the provincial criteria was accepted by central authorities and will serve as the basis for selecting roads to be rehabilitated starting in 2002. See *A (decentralized) road to recovery for the poorest of the poor*, above.

In Mahajanga and Fianarantsoa, regional actors have begun work to build a public/private organization for the management of the information system as a autonomous provincial entity. Large national level projects such as the Sectoral Rural Development Project (PSDR) and the Sectoral Transport Program (PST) have expressed interest in working with each provincial information system. SIPs are the single most important tool to generate coherence in development activities from a regional perspective. Regional commitment and empowerment has increased. Problems of duplication of efforts, unsound and un-grounded projects, ignorance of local realities and priorities, lack of information, are on the decrease.

SIPs are a joint endeavor of Cornell and Pact. Cornell provides and supervises one economist in each SIP, while Pact provides and supervises one Geographic Information System (GIS) technician.

INFORMATION FOR
SOCIAL
MOBILIZATION

Building on Ilo's successful mobilization of regional actors around information in 2000, which resulted in the creation of 2 associations composed of most regional users and producers of information, Pact this year helped the emerging associations implement their plans for regional inter-actor information centers. Results include the launch of the Information Promotion Space (EPI) in Mahajanga in November, managed by Salohim-Baovao association and funded through a small

grant from Pact. Launch of the Center for Inter-Institutional Information and Exchange (CEDII) in Fianarantsoa was delayed because of a staffing issue, and should be launched by March.

EPI is an entirely home grown Mahajanga response to a heightened awareness of the essential role of information in public life and of the dire current information landscape. The center was launched in November and has 20 regional member institutions, a partnership agreement with Enfants du Monde as well as with the United Nations Information Center (CINU) at the national level. Partnership discussions are ongoing with ANAE, ANGAP and PEDN. The regional CIDST staff are close contributors. The Center has a master information management system for regional data and electronic and paper data bases accessible for consultation. Equipment and training are complete and commercial reproduction and communication services are ready to be launched. EPI is experiencing staffing issues, delaying the full deployment of services and activities.

In Fianarantsoa, the country's two national documentation and information centers (CITE and CIDST) have integrated their regional offices within the CEDII and have created a common data base for networking. Partnership agreements were signed making CITE the manager of the Center for a formative period of one year. CITE and CIDST are providing technical assistance to the Center and are using Fianarantsoa as a test center for new ways to promote information and apply new information and communication technologies at the regional level. The Director did not succeed in his trial period and this has delayed an expected December launch. Equipment and financial support are in place, and full deployment of activities is expected between January and March.

CITE and CIDST have initiated with Pact a Q&A system designed to cater to the needs of civil society and business organizations. The system's goal is to provide quick, focussed information on topics of interest to specific groups and organizations. The system was tested on dozens of issues this year, most of them stemming from PRSP activity. Pact's information coaches acted as the human interface between information and the problems and interests of regional groups. The Fianarantsoa coach also used the CEDII as a means for projects and national actors to generate public knowledge around their sector,

activities, study results, through discussion groups mobilized locally by the coach. This was the case with a study on water usage by USAID funded PAGE project.

Although the implementation of regionally-grounded, sustainable partnership-based solutions to bolster regional information use is proving complex and lengthy, Pact believes it is an essential task. Sustainable social mobilization and education, greater transparency, and a more responsible citizenry are dependent on knowledge and information about current realities and perspectives. And for this to work at a regional level, regional actors must be the ultimate promoters, administrators and users of the system. Moreover, information works when it is universally shared. The Centers have the ambition to become gateways to regional actors and their knowledge, based on networking and multiple partnerships. The integration of both national documentation and information centers – CITE and CIDST – into a unique space in Fianarantsoa is promising. So are the partnerships and networking results of the Mahajanga EPI.

Not so long ago, regional information centers and most other actors did not have concrete ideas on how to share information with one another – or why. This year they have made significant steps in implementing their vision of shared information as a force for mobilization and development. Knowledge and information are the ultimate tools of mobilization and civil society development. In 2002, each center will host a civil society learning and exchange space, associated with the Center's Information Coach, the CITE-CIDST's Q&A service and the Center's applications of new information and communications technology.

R6 IMPROVED DIALOGUE BETWEEN ACTORS ON KEY POLICY ISSUES ENABLING FRAMEWORK

THE FCE OPCI



Tea production in
Sahambavy, along the
FCE
Photo by Pierrot Men

The enabling framework for participation is first and foremost based on political processes and institutions within which political consensus can emerge and be translated into decisions on a region's development. Madagascar is a decentralized state, with the promise of better public investment and program decisions based on proximity. Although we are still far from autonomous regions, several bodies for regional decision making have been developed and hold a key to increased and enhanced civil society participation in decision making.⁴

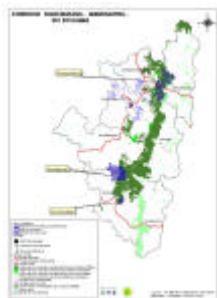
In 2001, with support from Pact and Chemonics, 19 communes bordering on the Fianarantsoa – Côte-Est Railroad came together to form a public entity, a union of communes (OPCI) made possible by a government decree. This year the Union made headway into becoming a significant regional force for development. The Union negotiated and adopted with the railroad and with an association of traditional authorities and private concerns a framework to safeguard rail service by reducing slash and burn activities, improve maintenance and better manage the service at the commune level. This is leading to the establishment of Communal Rail Committees (CCF) in each commune. The CCFs act as a permanent communal dialogue forum on rail and other issues and as an implementers of the Dina (traditional community law) adopted to curb slash and burn activities. Slash and burn leads to debilitating landslides during the rainy season. Three CCFs are now operational and apply the Dina. This process has led 4 mayors whose communes border on a primary forest to seek assistance from Pact to help build a framework to safeguard the forest and develop tourism.

The Union has also elected an executive, adopted internal regulations and set up a common technical unit to help member communes improve revenues and technical ability. Although individual communes cannot afford technical staff, communes can receive regular technical assistance and improve management and tax recovery by financing a common technical unit. In the context of provincial autonomy and potential ethnic strife, the Union is a welcome, non-partisan link between the coast and the High Plateaux and an example of coastal leadership. The Union is recognized as a viable regional entity.

⁴ See annex III for a briefing on the current regional and local governance dynamic and a description of the structures to which Pact has provided support in 2001.

The autonomous province will provide the Union with a 100m FMG (\$16,000) subsidy in 2002. The UNDP governance project has decided to assist member communes in developing local development plans (PCD). Through promotion and facilitation from Pact, the Union, led by the City of Manakara, entered into relations with the City of St-Louis de La Réunion. St-Louis has budgeted 1,5 M French Francs (about 250,000 USD) in assistance to Manakara for 2002. St-Louis, Manakara, Pact and regional NGO FFF Malagasy Mahomby will work in partnership under Ilo to improve city management and the regional municipal revenue base.⁵ The OPCl is a viable, sustainable regional framework for durable regional development including the protection of natural resources such as the Corridor. Pact feels this activity is an important complement to US Government efforts to promote rail and port rehabilitation for regional development and sustainable resource management, and likewise contributes to the sustainability of results.

THE CMP AND THE FIANARANTSOA CORRIDOR



The forest corridor running along a North South axis between Ranomafana and Ambalavao has paramount functions as a natural regulator for several regions of Fianarantsoa, and habitat to many indigenous plant and animal species. It is disappearing as logging activities and small scale agriculture enter into its midst. As in all other regions in the country, the communes in and around the Corridor are going through a process of local development planning (PCD), brought about by a funding conditionality of the World Bank's 4th Development Intervention Fund (FID). They will also go through a zoning process of the Corridor led by the Water and Forest Ministry (MEF) as a condition

⁵ This initiative is part of a new vision of decentralized coopération in France and the EU. Every dollar committed by a decentralized entity toward a similar public entity in a developing country is matched 1 to 1 by French Coopération and then matched again 1+1 to 1 by the EU. So one dollar by St-Louis can generate 4 dollars in total aid in Madagascar.

The liaison with La Réunion is important in many respects. First, there will be significant resources for Manakara and for the Union which we helped to create. The Union will be reinforced and its member communes have stronger perspectives for development under a partnership with St-Louis and, in 2003, with a similar union of communes in La Réunion (La CIVIS).

Beyond that, there is a significant potential for commercial relations between the two islands. This relation is largely underdeveloped for historical reasons. Now that the Fianarantsoa-Manakara railroad is to be rehabilitated, along with the port of Manakara (through USAID and WB financing), aid and trade relations with La Réunion can develop. The relationship with St-Louis will facilitate that development. La Réunion currently imports fruits and vegetables from France at high cost. St-Louis is directly across from Manakara and could import from the Manakara region at a fraction of the cost.

RURAL
DEVELOPMENT
WORKING GROUPS
(GTDR)

of the third Environnemental Program (PEIII).⁶ At issue here is the impact of PDC and zoning on local communities in the context of the sustainable use of the forest. Current PCD practice, as observed in various regions of the country and among several development agencies and NGOs, is simply not sufficient to enable local communities to appropriate the tools and process, and begin to grasp PCD as a local tool for local development. Moreover, there are as many PCD methodologies as there are donors and execution agencies, creating confusion at the local level.⁷

Pact provided support to the Regional Multi-Local Planning Committee (CMP) in evaluating current PDC practice and drafting basic principles for conducting a sustainable PDC process that truly involves communities as actors of their development. Based on local dialogue (loa-bary an-dasy) and on the Fokonolo as the base unit of social organization, the improved PCD approach can foster greater involvement by local communities in dealing with local and regional issues linked with the preservation of the forest corridor. The principles will be transformed into a regional PCD code of conduct in 2002. A participatory process for zoning, integrated with the PDC, is also under development with Pact support. The coherent regional PCD approach has been adopted by the Gouvernorat, acting as the public “owner” of the global process. Support to the CMP is executed in partnership with the Miray and LDI programs of USAID.

GTDRs are regional elected consultative and planning committees (20 covering all of the country) which provide orientation for rural development and prioritize public investments and programs according to regional realities, dynamics and development orientations. Expected outputs of GTDRs include greater coherence in investment and development programming at a regional level and greater involvement of civil society in dealing with rural development issues. In Fianarantsoa, Pact entered into a partnership with LDI, SAHA and Ageras to provide support to the Haute Masiatra GTDR in organizational development, planning methodology and spatialized information analysis for decision making through the provincial information system (SIP).

⁶ The MEF is supported in Corridor zoning by the Pact-led Miray Consortium, together with WWF and Conservation International.

⁷ See annex III for a discussion on PCDs and a description of the CMP

Results are mixed at best. GTDRs lack the resources necessary to collect information and conduct a coherent inter-sectoral orientation and planning process. GTDRs in 2001 produced little more than a shopping list of projects and a collection of mostly erroneous information. The process was entirely led by central government teams dispatched to each GTDR on two 4-day missions. As the presidential elections neared, political considerations entered the process. Funding decisions in 2001 were not based on any recognizable investment criteria.

In the current institutional context, GTDRs may be the only hope for regional decision making for some time to come. In the coming 3 years, over \$300m will be spent on infrastructure and other projects through the Development Intervention Fund (FID), the Rural Development Support Program (PSDR) and the Transport Program (PST). The local participatory planning process (PCD) that is now the universal condition for disbursement is not sufficient to insure that public investment is productive and is responsive to regional realities and dynamics. One can easily picture a river with 4 dams, one for every one of 4 communes and a 5th commune left dry.

GTDRs provide a mechanism for the mobilization of local and regional actors in a process of coherent inter-sectoral analysis and development orientation and planning. The result can increase public investment productivity, project appropriation and impact and durably involve citizens in their development. An institutional and technical support program for the GTDR, operationally independent of the PSDR, needs to be developed and financed. There must also be a clearly expressed political will to reinforce the GTDRs. For now, the GTDR's only use is to enable government and donors to say that the rural development process is "participatory".

THE ANOSY CRD

Anosy has all the right ingredients to take hold of its development and reverse the current trend toward growing poverty and environmental degradation. A 40 to 60-year mining project will increase economic activity and add a deep water port to the region. An ongoing participatory orientation and planning process should increase donor interest, and enable the region to address the social, economic and environmental challenges it now faces.

The CRD has come along way to complete its Regional Development Framework (SDR), collecting data and analyzing zonal problems and possible solutions. Pact provided support to this process in 2001, in institutional development and communications. Lack of availability of the CRD executive, pressure on the CRD from its principal partners, lack of openness on the part of the executive, had led to few tangible results by May 2001.

The CRD has not succeeded in maintaining itself as a dynamic, open regional forum for exchange on the region's development. Reacting to pressure from regional environmental NGOs opposed to the mining project, the CRD executive shunned certain "undesirable" members from its meetings. Certain members of the executive publicly declared themselves in favor of the mining project proposed by QMM, a subsidiary of Rio Tinto. Most original members of the CRD are currently demobilized. In the general assembly that adopted regional development orientations, not a word was heard from largely uninformed representatives of the region's 38 communes, all members of the CRD. The orientations were adopted unanimously.

The CRD leadership has since then demonstrated a desire to improve the current situation, restore lost dynamism and become more open. Pact supports this new disposition and has conducted for the CRD an assessment of its Communal Development Committees (CCD), the communal-level unit of the organization. Pact continued support to the development of regional principles and standards for the production of communal development plans (PCD), a process initiated by the Ilo project in 2000. Universal principles were adopted in the first semester of 2001 amongst all regional actors and since then have served as a model for a universal national standard by the Ministry of Decentralization.

Pact reviewed its support program to the CRD in the last quarter of 2001 and is now set to launch a major education and communication campaign on the SDR and on the CRD in January 2002. Pact will also assist the CRD in reviewing its structure, re-mobilizing its members and strengthening its CCDs. Ahead is the final phase (phase V) of the process, ending in June. Pact hopes to democratize the structure and enable regional actors to take full part in this process by June.⁸

⁸ See annex III for a full description of the CRD

INSTAT

As part of the enabling environment, Pact has worked closely with Cornell to improve the impact of economic analysis on public policy. In 2001, in a process facilitated by Cornell and Pact, Instat's Economic Research and Policy Group (GRPE), made up of personalities from various fields identified a first issue: Access to health services by the poor under the new cost recovery policy of the Health Ministry. To read this success story, see annex VI for a excerpt from Cornell's 2001 activity report.

Throughout the year Cornell and Pact worked to improve INSTAT's links to policy makers through the institution of pre-study workshops in which government and donor officials could input on the content of upcoming studies. Pact partner ASF provided communication support to INSTAT in organizing the events. Pact also provided assistance to INSTAT in holding "African Statistical Information Days" as a promotional tool in 2 regions. A major impact was the recognition by INSTAT of the importance of communications. As a direct result of this activity, INSTAT decided to hire 3 marketing and communications specialists into its communications and Institutional relations department. The hiring process was completed in the fourth quarter of 2001. Due to changes in staff responsibilities, Pact and Cornell decided to delay the international training activity until 2002.

POVERTY REDUCTION STRATEGY PAPER INITIATIVE (PRSP)

Under a modification to the *Ilo* cooperative agreement, Pact initiated a special program this year to reinforce and enhance civil society and private sector participation in the Madagascar PRSP initiative. From the onset, Pact considered PRSP not only as an opportunity for civil society and the private sector to have an impact on public policy but also, and more importantly, as a gateway to sustainable public participation in public policy and programs and as a way to initiate a closer civil society – government relationship.

Pact divided its work plan into two distinct periods, a consultative period leading to the final PRSP document, and an implementation period in which specific issues identified through civil society – government dialogue in the consultative period would be pursued further. The initial program of public consultations was to run from January to May. It was modified on several occasions and was completed in late November. Thus the second period of activity was not implemented. It will be incorporated into *Ilo* programming for 2002.

The GOM's program consisted of 7 regional thematic workshops, respectively on rural development, environment, governance, gender, AIDS, health and education and urban poverty. The thematic workshops were followed by the publication of a draft final PRSP paper, incorporating the « consensual » result of group discussions held during the thematic workshops. The draft final paper served as the basis of regional consultations in each provincial capital in October and November, leading to a national workshop in November.

For a full description of expected results and achievements under PRSP, see Annex V.

PRSP ANALYSIS

The PRSP process was a learning experience for all parties involved. Submitting to public consultation the greater part of a government's economic and social policies and programs at once is a tall order. Submitting it to regional groups and actors who often do not have the basic knowledge and information required for substantial and

constructive criticism and input is necessarily going to yield mixed results.

The process suffered from initial flaws in the government's concept of the consultation's objectives and expected outputs. Admittedly, the government viewed the consultation as a condition for debt reduction in the context of the HIPC initiative and conducted the process as such.

An extensive national consultation process on global policy represents a unique opportunity for a government to gain political capital. Unfortunately, the GOM did not manage the process as political endeavor to develop consensus on a strategy for development. Rather, it reproduced the imported *fight against poverty* identity, creating a gap between itself and its constituents.



A Fianarantsoa man hitchhikes to reach a basic health center with his sick child. The HIPC initiative allows highly indebted countries to commit more resources to social services.
Photo by Pierrot Men

The GOM did not put forward a vision, nor did it use the consultations to present information and generate understanding among the public. In early regional consultations, workshop facilitators seldom referred to the draft document, choosing instead to query participants on regional problems – as if the contents of the draft PRSP were not already a political and technical response to known and documented problems.

As a legitimate sovereign government, the executive is the final judge of the opportunity to include or leave behind any proposal put forward by civil society and other national and regional actors. The GOM, however, felt under pressure to include as much input from civil society as possible for the process to qualify as “participatory”. This created a misunderstanding of the true nature of public consultation and led the GOM to try and “filter out” unwanted themes or proposals at the gate, in the process of consultation, rather than in later internal discussions. This created suspicion amongst participants and disbelief in the government’s willingness to listen and to incorporate civil society’s input.

As elections loomed ahead and Marc Ravalomanana emerged as a serious contender, GOM officials also became suspicious of civil society organizations, and weary of open discussion on sensitive themes. Discussion sensitive subjects was perceived as potentially dangerous, fueling dissatisfaction with the present situation and paving the way for the opposition. Government resisted discussion on certain themes, questioned the legitimacy of certain civil society organizations to speak on public policy and became critical of Pact’s support to civil society participation in the process, believing it had a destabilizing effect only a few months before the December presidential elections.

Despite the problems, the experience was positive overall, for government as well as for civil society. As civil society’s knowledge of policy and fact grew through Pact’s work, many officials responded positively, moving from looking down on “ignorant” participants, to pleasant surprise at their level of knowledge, and to greater openness for exchange. Some members of the GOM Technical Cell claimed to use Pact’s information syntheses as their principal reference material themselves. Many officials appreciated this rare encounter with folks from around the country to talk about problems and issues. The impact on certain regional officials was equally positive. Participation by inter-regional directors of public works, the gendarmerie and others led to

their commitment to Pact-supported regional issues such as road rehabilitation and provincial information systems.

Following the final November consultation, officials expressed their satisfaction and overall enthusiasm at civil society's participation and contributions, and satisfaction for the Comité Ad Hoc and Pact's support of civil society participation. Indeed the experience was valuable for government. Had it been accompanied by professional guidance in public consultative processes, the dividends for government – as well as for civil society and the private sector – would have been much greater.

The Comité Ad Hoc's efforts to mobilize and prepare civil society revealed the weak capacity of civil society to identify and analyze themes and turn them into issues, and to draft concrete proposals. In Toliary, local CSOs brought up on a regime of project logic and perdiems simply did not see the interest of investing themselves on issues which they felt did not belong to them – read: were not identified by an outside group and matched with funding. While urban organizations and larger NGOs made progress in their analysis and in the content of their interventions, many smaller groups, especially from rural areas demonstrated extremely weak. Overall, considering the inputs and facilitation provided, the capacity of CSOs to draft proposals that fit within a practical framework of existing policy and public administration is weak.

This is not surprising: Local and regional actors emerging from a 20-year regime of limited and controlled information are still largely unaware of the larger picture; information-literacy is low; information culture undeveloped. Leadership on issues traditionally belongs to central authorities, and now also to projects designed by outside groups. Information on development issues and programs from projects and government ministries and agencies does not flow well, and is not accessed.

The strong signal from civil society is its enthusiasm and willingness to engage itself when the conditions are right. In Mahajanga as in Fianarantsoa, Pact workshops hosted heated and honest discussions between CSOs and regional officials on many topics punctuated by

fundamental observations on the “reasons why things are not working”. The difficulty lies in linking this energy to the political, public administration, and development administration frameworks. Decisions and strategy development do not happen at this level. Ten years after adoption of the 1992 Constitution ushering in a new form of decentralization local actors are not yet involved in finding and implementing solutions in any substantive way. Participation as a way of development administration is still a long way from delivering on its promise. Centralized decision making is held together by a strong glue: the structure of development administration on the one hand, and personal interests concentrated in the traditional decision making center on the other. This has a damping effect on local and regional mobilization toward collective interest, and favors individual quests for power and privilege. The development of a legitimate, credible civil society and an effective political process at local and regional levels is linked to the development of local and regional autonomy and an accompanying decentralization policy in development administration.

The final PRSP paper is richer from inputs by CSOs in Health, Rural Finance and Education. But the quality of what has been written has little value in and of itself. The value is in the new faith demonstrated by civil society that, maybe, their latest investment of time and energy into dialogue driven and determined by national and international groups can – this time – yield concrete, visible results. Dividends can be also be measured amongst a number of public officials who’s experience in PRSP – thanks in good part to this activity – has introduced the idea that civil society organizations are not the opposition and can make useful and informed contributions.

The CSOs involved in the national workshop that preceded the final PRSP consultation expressed their commitment to pursue their quest for knowledge and for greater involvement in the new national framework for policy and program management offered by PRSP. Answering this call will require considerable political and technical commitment on the part of the GOM and its financial and technical partners. Publicly available reports on poverty indicators or disbursement and project completion data is not what they are looking for. Nor will CSO grants for poverty monitoring do the trick. What is required is comprehensive policy and mechanisms on local and regional participation in project

identification and evaluation, integrated into large programs such as the PSDR, PST and FID. What is required are investments into local and regional knowledge development based on local and regional information generation and circulation and analysis.

Pact hopes that the GOM, USAID, the World Bank, the European Union and others will commit ingenuity and resources to make the PRSP a framework that truly enables civil society, the private sector and government to come together at local and regional levels to find efficient and productive solutions rural and urban issues. The problems are so daunting that only through a true empowerment of concerned local and regional actors can current trends be reversed.

GENERAL ASSESSMENT OF RESULTS

*"Why is this
important?"*

Madagascar has become a decentralized state and has moved toward a liberal market economy beginning in 1992 with the Constitution of the Third Republic. Since then, decentralization has been a long, haphazard process filled with delays and a major change in direction in 1998 with the introduction of autonomous provinces. The process progresses in many forms, most of them proposed to government by Madagascar's financial and technical partners. Initiatives based on principles of decentralization include the GTDR, community forest management frameworks, new para-statal associations (GNGOs) such as ANGAP and ANAE, local development plans for 1392 communes, and a handful of regional development committees.

The general idea remains the empowerment of new groups within new and more flexible frameworks for decision making, improving citizen participation in managing common resources and dealing with common issues, as well as improving decision making and accountability through greater proximity. Those stakes have been heightened last year with the introduction of 20 autonomous Rural Development Working Groups (GTDR) and the introduction of Communal Development Plans (PCD). More than \$200m in public investment, and programming, mostly loans, will be channeled through these mechanisms in the coming years. The impact on the country's development perspective and on regional and local mind-sets will be major.

As a governance project, Ilo embraces decentralization as a opportune framework for empowerment and improved decision making. Although Ilo activities include the national level, the focus is on improving the fate of regions (including provinces) as paramount to insuring equity and equilibrium in the current global development context. In an export and tourism-driven liberal development strategy, regions are at risk of falling behind. This produces an added incentive to generate greater regional cohesion and coherence and empower regions to orient development from a regional perspective, based on regional assets and comparative advantages, linked, of course, with the bigger picture.

Below are the major issues Ilo faces. Each issue is followed by an assessment of this year's results and of the progress made since February 2000 (Ilo) and January 1997 (Rary).

INCREASED
QUANTITY AND
QUALITY OF
PRESS
INTERVENTIONS
IN DIALOGUE

The issue here is cohesion. The ability of a local, regional, national community to build trust, share common visions and have the capacity to organize around those visions. Madagascar as a community does not share a clear vision, is weak in organizational skills and low on trust. When Rary started, Pact could not find any organization with the ability to work with other organizations, and no organization working on issues other than those determined by outside groups.

This year we report working mostly with federations and coalitions on locally-identified issues and that many of those organizations have been active for more than 2 years. They have succeeded in opening up public officials to their cause. They are involved in critical regional issues such as water supply, survival of traditional fishermen in 20 communities, the future of transport in Fianarantsoa, the future of 100,000 people who rely on rail service, the future of the last regional forest cover. We can say that communities are evolving towards empowerment, cohesion, and capacity to manage their own problems. Over and beyond simple capacity building, this is what *Ilo* is about.

Knowledge is power. Communities are lost without it. Empowerment is based on knowledge. How do you build a sustainable regional framework for the development of knowledge?

INCREASED
AVAILABILITY
AND USE OF
FOCUSSED
INFORMATION
ON ISSUES

Regional actors are grouped within 2 associations to carry out this task and that they are working in partnership with the country's 2 major documentation centers in a learning process. Nearly all "previously-sealed" public services are involved and are sharing information. Gray information is becoming available. The community has made information a priority. Two locally-owned provincial information systems have already made a difference for the poor – through increased provincial involvement in setting criteria for road rehabilitation⁹ – and are shedding light on regional issues. The provinces of Mahajanga and Fianarantsoa are set to introduce provincial coherence in centrally controlled sectoral public investment and development programming.

If the precept that knowledge is the base for empowerment is accepted, then this year's results indicate that significant strides have been made towards an environment conducive to building common vision and empowering communities to take hold of their development.

⁹ See "A (Decentralized) Road to Recovery" on page 4 of this report.

IMPROVED DIALOGUE BETWEEN ACTORS ON KEY POLICY ISSUES

Participation is not enough. Madagascar is in a crisis of participation. At all levels, civil society is suffering from participation fatigue. Clearly, participatory techniques are not yielding expected results, and certain practices – such as paid participation – are leading to greater demobilization. Civil society participation is largely voluntary, and must yield tangible results for civil society actors if it is to flourish.

For civil society's involvement in public life to become significant and constructive it must demonstrate impact on policy, on public investment decisions, programming and implementation. To foster this impact, a coherent framework for decision making at the regional and local levels must exist. This poses a formidable issue of capacity building of regional institutions, participatory mechanisms and structures. It is of little use for civil society to advocate for the implementation of an infrastructure or public activity, or for a change in licensing practice if on the other side of the table there is no capacity to develop coherent public programming. Without this institutional capacity, sectoral or geographic interest or need expressed by civil society cannot be integrated into general orientations that represent the “common good” of a region. Without efforts in institution building, civil society strengthening cannot reinforce political process, and thus governance. Nor can it enter into a spiral of durable development and maturation.

This is why the OPCI can be chalked up as a significant result. Now, 19 communities have a mechanism of their own to work toward preserving rail service, improving local public management and crafting a path to development. Pact's initiatives and support in helping Anosy and Fianarantsoa develop a universal methodology for local development plans (PCDs), one that can belong to the communities and not only to the technicians that executed it, is also significant, especially in the context of a national race to produce 1392 PCDs. Ownership of one's development begins with ownership of the tools of local development. Although the results are not yet significant, Pact's initiative on the Anosy CRD and the GTDR's are just as essential to Madagascar's development perspectives.

LINKAGES BETWEEN CORNELL AND PACT

Collaboration between Cornell and PACT has proven to be successful in 2001. We worked closely together in 4 different areas: pre-study workshops and dissemination of research results, the DSRP, regional information systems, and training.

Pre-study workshops and dissemination During the year 2001, 6 workshops were organized to solicit input of government, civil society or the private sector in the design of Instat research activities and 6 to disseminate the findings of research. Both organizations worked closely with INSTAT to organize these workshops and to ensure that information was available to appropriate institutions and persons.

PRSP and Instat The collaboration between Cornell and PACT has significantly increased the participation of civil society in PRSP results. See *The Poor and Cost Recovery in the Health Sector* success story in Annex IV of this report.

Provincial Information System (SIP) In 2001, Cornell and PACT started up a Unité Technique Centrale (UTC) in 2 of Ilo's priority regions, Fianarantsoa and Mahajanga. Each UTC is made up of a regional economist, financed by Cornell University, and of a GIS specialist, financed by PACT. Cornell insures technical support for the economic analysis of this unit. The UTC works closely with the provincial authorities to improve dissemination of information at the provincial level. The UTC was also responsible for the supervision of the commune census in 2001. The Mahajanga UTC finalized a "Tableau de Bord Social" for that province. This is the first time that provincial statistics were put together in a comprehensive form and easily understandable by policy makers. The UTCs generated significant results for the Ilo program in 2001.

Training Two formal training sessions were held by Cornell in which PACT personnel organized training sessions on specific topics: 1/ training of regional directors of INSTAT in dissemination techniques and 2/ assistance in GIS training for INSTAT/FOFIFA collaborators.

Results for R4 reporting

Objective			
Improved environment for private initiative			
Result name : IR 1.2 More informed public participation in economic and legal issues			
Indicator : Issues addressed through an open, informed and participatory process			
Unit of measure : Number of documented issues meeting indicator criteria	Year	Planned	Actual
Source : USAID financed partners	2000	2	2
Results for 2001			
Traditional Fishing Rights			
Through support from Pact, the fishermen from Madagascar's West Coast organized into 20 formal associations and federated under Ankoay (Eagle). This year Ankoay won a seat at the table where big fish from Japan, the European Union and the Environment and Fisheries ministries discuss the future of the resource and craft policy and programming. Their "seat for the small fish" was won as a result of an intense capacity building process, of research and strategic thinking, leading to advocacy actions that positioned Ankoay as a legitimate and credible voice. As a direct result of Ankoay's dynamism, the National Environment Office (ONE) reversed a previous decision in and added Mahajanga to its list of priority zones for the implementation of coastal management programming.	2001	4	4
	2002	6	
	2003		
Saving the FCE Railroad			
In 2001, with support from Pact, 19 communes bordering on the Fianarantsoa – Côte-Est Railroad came together to form a public entity, a union of communes (OPCI) made possible by a government decree. This year the Union made headway into becoming a significant regional force for development. The Union negotiated and adopted with the railroad and with an association of traditional authorities and private concerns a framework to safeguard rail service by reducing slash and burn activities, improve maintenance and better manage the service at the commune level. This is leading to the establishment of Communal Rail Committees (CCF) in each commune. The CCFs act as a permanent communal dialogue forum on rail and other issues and as an implementer of the Dina (traditional community law) adopted to curb slash and burn activities. Slash and burn leads to disastrous landslides during the rainy season. Three CCFs are now operational and apply the Dina. This process has led 4 mayors whose communes border on a primary forest to seek assistance from Pact to safeguard the forest and develop tourism.	2004		
	2005		
A road for the poor			
Through a support program run by Pact, Provincial Governments are finding an equilibrium between economic development and the welfare of the poorest. Two provinces are now insuring that the poorest citizens and communities are not left by the road side. Pact helped the Governments of Mahajanga and Fianarantsoa reach out to their constituents through peasant associations, elected Rural Development Working Groups, transport operators and agro-industrials. Pact also assisted civil society organizations in identifying common interests and building capacity to intervene in negotiations. The result is a wide-ranging provincial consensus on criteria for setting priorities in road rehabilitation.			
The consensus introduces a set of criteria that includes lifting enclaves as part of each provincial program. After a round of intense negotiations, provincial governments and their constituents successfully defended their criteria in workshops with central ministries and donors. Initial central government / donor criteria was strictly economic and would have by-passed many enclave communities, leaving them cut off from development. Beginning in 2002, priority road rehabilitation programming will introduce provincial criteria as part of the criteria mix. This will make a world of difference for dozens of communities among the poorest in Madagascar.			
Working to secure habitat			
Citizens of Mahajanga are moving to secure their property through Hery Miray. Victims of lack of information, inefficient land tenure services and corruption by city and other officials, many Mahajanga residents have lost their non-legalized property in the past 2 years. This year the Hery Miray federation of 55 neighborhood associations moved to teach residents on due process and clarify land use and case typology by neighborhood. The federation is now recognized by the Commune and local authorities as the best informed actor in Mahajanga on land tenure and an inevitable player on all land tenure issues. Hery Miray lobbied central government and donors this year to select Mahajanga as a priority site for land reform.			

Annex I - Project performance data tables

Result 4			
Increased availability and use information on key policy issues			
Intermediate Result 1			
Information is more readily available in synthetic analytical formats integrating information from a wider array of sources			
Indicator Number of key issues for which information is widely available nationally and in regions			
Unit of measure Number of documented issues	Year	Planned	Actual
Source USAID financed partners Issues (9) Two-mile fishing zone, Land Tenure, Antarambivy Reservoir, Health, Road rehabilitation and Maintenance Programs, Education, Micro-Finance, Fianarantsoa – Côte-Est Region.	2000	3	4
	2001	6	9
	2002	8	

Result 5			
I Increased quantity and quality of civil society and press interventions in public dialogue			
Intermediate Result 1			
There is greater and more informed participation from civil society in regional/national debate			
Indicator Number of substantial CS interventions in economic issues in regional and national debate			
Unit of measure Number of documented interventions	Year	Planned	Actual
Source USAID financed partners Regional debate (10) Antsiranana(1), Fianarantsoa(4), Mahajanga(3), Toamasina(1), Toliary(1) National debate (1) Antananarivo Issues (3) Infrastructure, Rural development – Agriculture, Private sector	2000	2	4
	2001	4	11
	2002	6	

Result 5			
I Increased quantity and quality of civil society and press interventions in public dialogue			
Intermediate Result 2			
Journalists are better skilled, are sensitized to and have the ability to deal with economic and legal issues			
Indicator Increase in the number of quality media reports on economic issues per region of intervention over previous year			
Unit of measure Number of documented issues	Year	Planned	Actual
Source USAID financed partners Fort-Dauphin journalists have introduced local news content – beyond gossip – into news programming.	2000	+100%	-
	2001	+20%	100%
	2002	+20%	

Result 6			
Improved dialogue between actors on key policy issues			
Intermediate Result 1			
Economic and other issues are better grounded in the field, nationally and in the regions			
Indicator Number of issues for which regional input was included in Issue Papers to be debated nationally			
Unit of measure Number of documented issues	Year	Planned	Actual
Source USAID financed partners Issues (6) Santé, Education, Développement rural – Agriculture, Infrastructure, Institutionnel – Gouvernance, Secteur privé	2000	1	1
	2001	2	6
	2002	3	

Result 6 Improved dialogue between actors on key policy issues Intermediate Result 2 There is an increase in quality regional information and debate			
Indicator Overall number of national and regional fora in which key issues were debated publicly			
Unit of measure Number of documented issues	Year	Planned	Actual
Source USAID financed partners Fora (31) : DSRP (27), Environnement Maritime Côtier, PRDR, PST (2)	2000	2	2
	2001	6	31
	2002	9	

Result 6 Improved dialogue between actors on key policy issues Intermediate Result 3 Issues from the grass roots percolate up to regional and national debate			
Indicator Number of regional issues included in national debate			
Unit of measure Number of documented issues	Year	Planned	Actual
Source USAID financed partners Issues (6) Santé, Education, Développement rural – Agriculture, Institutionnel – Gouvernance, Secteur privé	2000	0	0
	2001	1	6
	2002	2	

Result 6 Improved dialogue between actors on key policy issues Intermediate Result 4 Objective, quality information has greater relative weight in decision making			
Indicator Number of national-level issues for which Issue Papers and issue marketing campaigns were used			
Unit of measure Number of documented issues	Year	Planned	Actual
Source USAID financed partners The issue of Access to health services by the poor has been identified and researched but has not yet lead to a campaign.	2000	1	0
	2001	2	0
	2002	3	

Annex II - 2001 report Activity Table

Note : These tables reflect Ilo's original logical framework. This framework has been simplified in 2001. This change will be reflected in the activity tables for 2002.

Expected Results	Actual Results	Comments
R4 Increased availability and use of focused information on key policy issues		
IR 1 Information is more readily available in synthetic analytical formats integrating information from a wider array of sources		
Creating a universal regional reference		
1. Each CTFar (SIP) will have delivered GIS analysis for priority regional issues and will have assembled existing regional data into a data base available to all regional actors.	GIS analysis on road rehabilitation and water is available Data base on social indicators is available in Mahajanga	
2. CTFar economist will have produced and/or have been involved in one regional study	Communal surveys were carried out by regional economists MJN economist is participating in PRDR study	MJN and FNR SIPs had significant impact on the format of the survey. Results will prove to a ba gold mine for regional analysis of current realities.
Promoting information exchange		
3. Regional administrations linked to universal catalog available to the public.	A reality in Mahjanga FNR has not developed this catalog	The catalog in MJN was developed with support from the CTFar and from Pact staff. In FNR, the CTFar and the Pact office have concentrated on other tasks, such as the establishment of the OPCI. A universal catalog was not a priority in FNR. It is expected a FNR catalog will be developed in 2002.
4. CEDII and EPI are operational.	Both are operational. The CEDII is not yet re-launched in its new format	Staff issues in Fianarantsoa have delayed re-launch. The CEDII Director will be replaced by early next year and will procede to operationalize systems and launch the center.
Providing targeted information		
5. Tailored information packages are produced and pre-PRSP consultation workshops are held on key issues in health and rural development & environment ; national CSO workshop is held; journalists are trained on PRSP	17 information kits produced and expected workshops held.	Journalists not trained due to delays in PRSP process. The process ended in late November, followed by presidential elections in December, which prevented the training from being held. Journalist training is expected to be held in January.
6. Information Coach facilitates national/regional dialogue on topics of interest, linked to health and rural development & environment.	Information Coaches facilitated all PRSP regional workshops as well as workshops on local themes and issues.	The Coach function is still dependent on Pact-initiated activities and issues. It will be established in a sustainable fashion once the EPI and CEDII reach a cruising speed in mid 2002.
7. Identify national and regional CSOs concerned with PRSP and assist in issue identification.	82 CSOs were assisted in issue identification and development	See PRSP section for a assessment of impact.

Fostering exchange and dialogue		
8. Coach provides targeted information to 10 to 12 groups and facilitates 6 to 8 information/dialogue sessions.	Coaches provided information to 60 CSOs and facilitated more than 8 community discussions	
9. Information is widely available for 6 regional issues.	Information is widely available for 12 regional issues	

Expected Results	Actual Results	Comments
R5 Increased quantity and quality of civil society and press interventions in public dialogue		
IR 1 There is greater and more informed participation from civil society in public dialogue		
10. An expected 18 CSOs will receive grants totaling \$188,000	12 CSOs receive grants totalling 207,134.71\$	A number of expected CSO projects did not materialize. This is mostly due to internal issues and weakness of leadership within CSOs. This phenomenon is considered normal given the capacity level of most CSOs.
11. DRV/F3CM integrated into ERPG	DRV president is a member of the ERPG but has not been able to attend meetings so far.	The ERPG remains a weak structure and attendance has been an issue. This issue will be addressed with Instat management in early 2002.
12. Initiate new networking partnerships through the PRSP process with sectoral projects reaching rural areas and deepen partnership with LDI on FCE	Partnerships have been initiated with JSI, LDI, SAHA.	JSI, LDI and SAHA played an active role in identifying and mobilizing civil society networks within the PRSP framework. Sustained mobilization of rural networks requires significant investment. The possibility of increasing knowledge and mobilization on issues as part of regular project activities will be explored with partner projects in 2002.
13. Reassess activity on enabling framework for CSOs and initiate actions	Pact does not believe COMODE will move ahead on the program developed in 2000 to improve the CS enabling environment. Pact believes the PRSP can provide an enabling framework for greater CS involvement in development programs and evaluation and has been moving in this direction.	The World Bank PRSP mechanism puts emphasis on access to information and on CSO participation in ME&R. Pact has discussed this with the Bank and will work with the Comité AdHoc ¹⁰ to foster greater involvement of CS in programs through the PRSP framework as a way to improve the enabling framework for civil society.
14. Execute mentoring program for TI, based on 2001 work plan	TI did not implement its 2001 work plan, crafted with Pact support in January 2002. Pact provided financing for the TI study on corruption.	TI capacity to implement activities is still weak. Pact has made proposals to TI on possible strategic options and is in expectation of a response from TI.

¹⁰ The Comité Ad Hoc de suivi DSRP is made up of CSOs committed to greater involvement of CS in policy and practice through the PRSP framework.

15. 4 interventions by CSOs in regional and/or national debate	CSOs have made significant interventions in 10 regional/national debates, mostly through PRSP	See PRSP section of this report.
IR2 Journalists are better skilled, are sensitized to and have the ability to deal with economic and legal issues		
16. Training and mentoring program initiated for journalists in FNR, MJN, FTU.	Training program was limited to FTU this year.	In view of added PRSP and elections monitoring activities, Pact chose to limit its media program to FTU.
17. Improved news content in partner radio stations	Clearly improved as a result of Ilo activity in FTU	There is a marked increase in local and regional content on local radio stations.
18. Basic training carried out in FTU	Done	

Expected Results	Actual Results	Comments
R6 Improved dialogue between actors on key policy issues		
IR 1 Economic and other issues are better grounded in the field, nationally and in the regions		
IR 2 There is an increase in quality regional information and debate		
19. CTFar (RIGs) provide support to 2 or more GTDR	MJN CTFar works with 5 GTDRs	5 GTDRs are involved in developing the MJN SIP. The MJN SIP has helped each GTDR format its information base for decision making on rural development.
20. Pact works with 1 to 3 GTDR to reinforce representation and institutionalization	Pact has partnered with LDI, SAHA and AGERAS to provide support to the Haute Masiatra GTDR in identifying development orientations.	Absence of clear process, political interference and low capacity have yielded negative results. A change in policy and practice at the national level is necessary before the GTDR can become a viable mechanism for rural development.
21. A system of knowledge development is operational in MJN and FNR	Both SIPs are operational. CEDII and EPI are expected to reach cruising speed by mid 2002.	The concept of regional knowledge development is being elaborated within CITE and the regional information centers as well as with partner B-Sharp. ¹¹ A global framework is expected to be in place by mid 2002.
22. There is a work plan between Pact and Plan d'Action pour le Développement Rural (PADR)	This could not be concluded despite written Pact proposals to PADR	

¹¹ B-Sharp is an international network of information systems practitioners committed to applying new information technology for knowledge development.

23. Introduce a governance perspective into the Multi-Local Planning Committee (CMP) in FNR	CMP has an improved PCD methodology. This methodology will be applied in 2002, improving local community involvement in and ownership of development planning. This is expected to impact positively on prospects for a reduction in slash and burn in the forest corridor.	Ilo is providing support to the CMP in becoming a sustainable and effective coordinating body for the management of the forest corridor, including representation of local communities in conservation and development issues.
24. Develop framework for collaboration between CRD, GTDR and CRE in Anosy	Conflict between CRD leadership and conservationists within the CRD, as well as conflicts of personality, have dampened efforts to establish a coherent relationship between the consultative bodies present in Anosy.	Prospects for a coherent framework between consultative bodies may improve once each body has achieved greater maturity, possibly by mid 2002.
25. Develop unified methodology for local development programming and planning	Done in FTU and FNR. The FTU model has become the basis for a unified national methodology promoted by the Decentralization Ministry.	MJN agencies are not interested in developing a unified methodology.
26. Assist in networking between CTFar, ERPG and national entities	Not done due to weakness of ERPG	The ERPG remains a weak structure and attendance has been an issue. This issue will be addressed with Instat management in early 2002.
IR3 Issues from the grass roots percolate up to regional and national debate.		
27. Traditional fishermen in Ankoay advocate for their rights	Ankoay advocates its position on issues that have direct impact in welfare of traditional fishermen	
28. OPCI institutional and organizational development is insured.	OPCI has an elected executive and is widely recognized. Provincial government has committed a 100,000 million Fmg subsidy to OPCI for 2002.	
IR4 Objective, quality information has greater relative weight in decision making		
29. One national campaign on one GRPE-identified issue.	The issues of access to health services by the poor has been identified and researched, leading to a « Point Instat » presentation in October.	The "health Issue" will be developed as a national issue with the Ministry of Health in 2002.
30. Provide dissemination and communication support to INSTAT	Done	
31. Provide training to city councils to transfer Rary results	Done in Fianarantsoa	Relations with the MJN mayor have not enabled Pact to carry out transfer.

Annex III

The dynamic of regional consultative bodies from a governance stand point.

Background

PIPs, PCDs and the current regional governance dynamic

Up to the late 1980s, Madagascar had a centralized planning system, operating within the Ministry of Plan. All proposed ministry and donor activities were evaluated against a global development plan to insure coherence in development actions and public investment programs (PIP). In 1992 This system was eliminated. Development programming is now determined by sectoral ministries without a coordination mechanism between ministries and between the proposed activity and a larger “master plan”. While annual public investment programs are theoretically crafted at decentralized levels – the Fivondronana and the Province – in reality they are determined within each ministry at the central level. The PIPs result from the sum of all proposals from donors and ministries, which are in competition for the pot of national match funds (20% of investment). Coherence with general and sectoral government policy, weight of recurring costs contained in each proposal, and political considerations enter into the prioritization process.

This situation is generating stovepipe programs and activities as donor and government agencies compete for visibility and match funds, with little or no regional mechanism to insure coherence. The result is a lack of coherence in regional development programming and an absence of development planning. Citizen participation in local and regional governance is limited to providing opinion and advice to agencies within the confines of various participatory processes without having a clear view on regional realities, and without reference to regional development objectives and orientations. This limits the commitment that can be expected of citizens in investing time in public issues : it simply does not yield significant returns.

The World Bank has instituted participatory mechanism to identify priority investments at a local level. All infrastructure investments are now based on Communal Development Plans (PCDs) elaborated by technicians working with local communities. Environment and rural development investments are now also based on this principle. PCDs are being crafted all over the country and now constitute a requirement for most donor financing.

As an increasing part of public infrastructure and other investment is channeled through participatory planning mechanisms at the commune level (Madagascar is divided into 1400 communes), two major governance issues are raised:

Appropriation of the planning tools by local communities. Current processes often position local communities as benefactors and not actors of their development. Policy and mechanisms need to be instituted to build capacity at the local level and to generate true ownership of the development process. Too often, the process leads to the identification of specific investment in infrastructure, and not to a larger development dynamic.

Regional coherence of local investments. Development planning needs to happen also at the level of a region. The absence of a regional strategic development plan reduces the productivity of local investments. Priorities for development set at the local level need to be integrated into a larger framework for development that takes into account regional dynamics and development potential.

There has been a movement over the past 5 years to generate greater coherence at the regional level. Pact is involved with several such endeavors. Pact views the establishment of regional mechanisms and organizations for planning and issue management as essential to

generate durable civil society involvement in governance. Below are examples of such mechanisms.

Regional Development Committees (CRDs)

Over the last 5 years, there has been an attempt by the World Bank to decentralize the Public Investment Program (PIP) process. Among them are the World Bank Information Management for Regional Development (PGIDR) activity and the PADR program. PGIDR seeks to generate a regional participatory planning process that translates into rolling 3 year regional public investment programs. Expected outcomes of a decentralized PIP include greater citizen and private sector involvement in crafting development strategies and plans, greater coherence in public investment programming and publicly funded development programs, and increased productivity of public investments. This approach involves working with Regional Development Committees (CRDs), made up of regional stakeholders, to involve constituencies in the identification of economic, social and environmental issues and potential and in crafting a regional development framework (SDR).

The CRD is an informal body that includes representatives from each of the region's 38 communes and 2 Fivondronana. A local development committee (CCD) was created in each commune. CCD members represent each commune's constituents in regional CRD workshops and are involved in elaborating local development plans (PCDs). The organization's goal is to achieve a coherent development framework to which a majority of citizens and business operators will adhere, and to establish itself durably as a regional discussion forum on social, economic and environmental issues. To succeed, the CRD will need to establish its legitimacy and credibility as a decision making body on development orientations and priorities. It will also need to convince various donors and ministries to adjust their development agendas to reflect the orientations and investment priorities set out in a Regional Development Framework (SDR), produced by the Regional Development Committee (CRD).

Pact is providing support to the CRD (i) in establishing and managing an open participatory process and decision making framework to reach a consensus on development orientations, (ii) in educating key stakeholders on the process and on regional development issues, and (iii) in building a sustainable organization. This support is deemed crucial to the achievement of the CRD's goals, and to the region's prospects for development.

A major new mining activity is likely to begin in the coming 24 months, bringing with it crucial issues related to migration, land use, employment, taxation, energy and environment. The CRD can play an important role as catalyst and mobilizer, enabling the region to tackle the numerous issues that will stem from this new activity.

At stake here is the region's ability to plan and implement a path to development through a coherent plan of public investment and development programming, and to deal with issues of public health, education and resource management. These 2 factors – development planning and issue resolution – are critical to reversing the current trend toward increased poverty, environmental degradation and resource depletion.

Over the past 2 years the CRD has received the support of USAID's Miray and PAGE programs, as well as the National Environmental Agency (ONE), UNDP and the mining company (QMM). The CRD formula is recognized as an important opportunity to achieve a coherent framework for regional development and to integrate environmental concerns into development planning.

Pact initially provided assistance to the CRD leadership in crafting a global strategic plan for the development of the CRD as a regional institution. Pact assisted the CRD in building legitimacy and credibility through communications, clear decision making mechanisms and policy on information and transparency. Results were mixed. Autocratic leadership, secrecy, suspicion of influence by QMM over the process (QMM financed technical assistance in regional planning), and an accelerated process to meet a QMM legal deadline lead to a conflictual situation. This resulted in an open conflict between « environmentalists » and « developmentalists » in late 2001, ripping the CRD apart.

Now, a change of leadership (the president left and was replaced by a vice-president – retired general Soja), the government decision to grant QMM its mining permit and a commitment by Soja to revitalize and democratize the CRD usher in new possibilities. Pact is providing assistance to the CRD in strengthening its base unit at the commune level (CCDs), revising its structure, adopting participatory methodology for the final planning phase (phase V) leading to the adoption of the Regional Development Framework (SDR), and raising the level of awareness of the process and of regional development issues and stakes amongst key target groups and constituencies.

Expected outputs :

By the end of 2002, the CRD will have strengthened its base. Communal Development Committees (CCD) will have formal status, will have participated in the development and follow-up to PCDs, and most will have a constructive relationship with local Mayors and dynamic links with the population;

The Regional Development Plan (SDR) will represent the true aspirations of regional actors and will have been adopted through a transparent and enabling process in which representatives from the region's 38 communes will take full part in debates. Participation will be extended to other groups including the private sector;

The CRD will be founded on revised statutes and internal regulations emanating from debates in a re-mobilized Technician's College (Collège des Techniciens), and on a newly elected Board of Directors;

The principles behind regional dialogue, the SRD process and the CRD, will be clearly laid out and debated fully at all levels of the organization and communicated to government officials and donors;

The regional Public Investment Plan (PIP) emanating from the SDR will be favorably received by government and donors. The CRD will be on its way to institutionalization and its final status will have been defined.

The Inter-Communal Cooperation Body
(Organisme Public de Coopération Intercommunale – OPCI)

The OPCI is a mechanism that enables individual communes to join together to address common issues and jointly manage public services. Member communes delegate part of their public mandate to the OPCI to achieve economies of scale and work within a sub-regional logical framework.

The FCE OPCI was created around the vital regional interest represented by the Fianarantsoa-Manakara Railroad. Nineteen member communes now have a common regional council in which to debate regional issues, a common OPCI executive and a common technical department, catering to the technical needs of individual communes.

Through the OPCI, member communes have adopted rules to curb slash and burn along the railway, improve relations between communities, communal authorities and the railroad, reinforce the tax base and collection capacity of individual member communes, and address common development issues. Pact is providing technical support in all of these areas.

The OPCI formula could also be envisaged in other regions of Madagascar, including Anosy. An OPCI could be created to deal with immediate impact of the mining activity in the Fort-Dauphin area. An Anosy OPCI could also be created, serving as a legal, public entity to officially and publicly institute the Regional Development Framework and mobilize public administrations in dealing with regional issues.

The Fianarantsoa Multi-Local Planning Committee (CMP)

The CMP is a formally recognized entity composed of representatives from regional public administrations, government and donor agencies. Its general assembly is also composed of representatives from the 14 communes situated within the Corridor.

The CMP is a coordinating body for interventions dealing with the forest corridor stretching from Ambalavao to Ranomafana. Its goal is to promote, through dialogue, a coherent approach and coordinated actions to reverse the current trend of deforestation, threatening to wipe out the corridor within 20 years. The Corridor, among other functions, serves as the water reservoir for the regions to the East and to the West of the mountain range running North to South.

Pact is providing assistance to the CMP in improving local development planning methodology (PCD) and is providing participatory methodology in zoning. Expected outputs include appropriation of planning tools by local communities, a better integration of environmental concerns in planning and an integrated framework to address the issue of natural resources use.

The Rural Development Working Groups (GTDRs)

GTDRs are non governmental consultative bodies elected from 5 colleges representing civil society organizations, projects, elected officials, civil servants and the private sector. Twenty regional working groups were created, covering the totality of Madagascar. Each GTDR is expected to produce an integrated development plan for its region. GTDRs have been plagued by an unclear institutional and organizational framework, lack of resources, lack of methodology and political interference.

Pact has entered into a partnership with LDI, SAHA and Ageras to provide organizational and methodological support to the Haute Masiatra GTDR in 2001. The experience was inconclusive. As the elections drew near, a significant number of GTDR projects were selected and launched based on political criteria. In Mahajanga, the Provincial Information System (SIP) formatted information for use by the province's 5 GTDR.

A change in policy and practice at the national level is necessary before the GTDR can become a viable mechanism for rural development. Continued Pact support to GTDRs is dependant on this change.

Annex IV
Partners' Achievements Table

Mahajanga

Organization	Planned for 2001/2002	Achieved
Salohim-baovao	Launching of the EPI, activities to promote the circulation of information and increased use in decision making	EPI is launched and operational.
Intermedias	Advocacy campaign on sexual tourism	Intermedias abandoned this activity due to lack of mobilization by its members
Ankoay Federation of 17 traditional fishing associations	Organizational development. Advocacy campaign on traditional fishing rights.	Ankoay has succeeded in establishing itself as an important player in coastal management and bringing the 2-mile zone issue into the front-stage
Hery Miray	Advocacy campaign on land tenure	Hery-Miray is now established as the foremost authority on land tenure in Mahajanga and has generated significant knowledge and information on land tenure, available to all citizens.
CNOE	Organizational development. Education campaign on land tenure in coalition with Hery Miray	CNOE has not followed through with its plans due to a lack of motivation from its members
CTFar	Development of support packages for consultative bodies and support to regional administrations in analysis Development of a regional inter-sectoral database and information sharing system	Although both CTFars played an important role in generating new dynamism among public officials, they have become irrelevant now that the Gouvernorats are in place.

Fianarantsoa

Organization	Planned for 2001/2002	Achieved
ADIFCE	Mobilizing parties around the protection of the FCE railway, promoting the successful privatization of the railroad.	Activities well underway. Regional offices are operational and ADIFCE members are involved in implementing the Dinas on railroad protection
Antaranbiby Water Coalition	Community mobilization and advocacy around the issue of deforestation around the main Fianarantsoa water source	H2O coalition members have experienced difficulty in establishing individual work plans. One member has dropped out. Grant has not been granted as of end december.
MMDF Transport Federation	Development of a durable framework for the management of public transport and improvement of service delivery to users	
Amas Association of Independent Doctors	Perfecting the early warning system for health and pursuing health issue prioritization at the neighborhood level	Helath Ministry policy on collaboration with civil society organizations has discouraged AMAS. The association has abandoned its project. AMAS has also suffered from the loss of its president in a car accident.
CNOE/Safidy	Follow-up debates and sensitization on democracy issues identified during debates held in October 2000.	Grant request rejected for lack of clear purpose and expected outcomes
OPCI union of 14 communes	Fostering knowledge development and technical capacity among member communes	Malagasy Mahomby is providing technical support to OPCI. Activities are moving ahead according to plan. See page 19 of this report.
Tatao	Developing a local information gathering system for journalists	Tatao become inactive after its president left Fianarantsoa. Grant was not made.
Réseau d'Information Régional (RIR)	Development of a regional inter-sectoral database and information sharing system	RIR was to become the organization managing the Provincial Information System (SIP). It failed to mobilise. Pact chose to help local partners develop an entirely new organization.
CTFar	Development of support packages for consultative bodies and support to regional administrations in analysis	Although both CTFars played an important role in generating new dynamism among public officials, they have become irrelevant now that the Gouvernorats are in place.
CEDII	Launch and operation of a regional inter-actor information Center	Launch has been delayed due to staffing issues and is now expected in April of 2002.

Fort-Dauphin

Organization	Planned for 2001/2002	Achieved
City of Fort-Dauphin	Preparing for the zonal planning process of the Regional Development Plan by bringing the city and its citizens closer and adopting simple urban management tools.	Pact support was redirected toward communications support for a sanitation campaign and support on institution a more transparent management system, at the Mayor's request. The campaign was launched in december 2001. The management system will be developed in the first half of 2002.
Azafady	Mobilization around urban issues	Azafady's request did not materialize.

Annex V
Grants made in 2001

Updated : 3 March 2002

BENEFICIAIRE	Période	Montant Accord	Titre et finalité du projet
MMDF (groupement des transporteur) et BPTU (bureau professionnel du transport urbain)	16 august 2001 to 31 july 2002	83.799.667 fmg (ou \$ 12,892.26)	« Amélioration de l'offre et de la demande de transport de voyageurs et de marchandises de zone urbaine, suburbaine et régionale de Fianarantsoa » : La finalité du projet consiste à instaurer une bonne coordination et gestion du secteur transport notamment par : <ul style="list-style-type: none"> - la constitution d'une banque de donnée des personnels du transport; - la réorientation des décisions sur l'organisation du secteur transport à partir des études statistiques et économiques; - l'information et la formation des citoyens des lois et textes régissant le transport.
Malagasy Mahomby	17 september 2001 to 31 december 2002	169.650.000 fmg (ou \$ 26,100.00)	“Appui au renforcement des communes de l'OPCI du FCE” qui consiste à doter l'Organisme Public de Coopération Intercommunale les capacités suffisantes pour réaliser pleinement leur rôle de moteur de développement et de partie prenante de l'exploitation de la FCE, notamment à travers : <ul style="list-style-type: none"> - la protection de la voie ferrée par l'application du Dina; - l'amélioration de la capacité des Communes dans l'offre de services publics; - le renforcement des capacités de l'OPCI en matière d'organisation et de technicité en négociation ; - la promotion des plans cadres de développement communal (PCDC) et des plans cadres de développement intercommunal (PCDI) ; - la mise en place du Site Vovonana qui soutient les résolutions du protocole tripartite Manapatrana.
ADIFCE (association pour la défense d'intérêts du chemin de fer, ligne FCE.)	16 august 2001 to 31 july 2002	43.671.000 fmg (ou \$ 6,718.62)	“Plaidoyer pour la valorisation et la pérennisation de la FCE et son environnement” qui consiste à la conservation de l'environnement et à la pérennisation de la ligne ferroviaire FCE notamment par : <ul style="list-style-type: none"> - le renforcement de la capacité organisationnelle de l'Association - le plaidoyer pour la FCE ; - la continuité et l'amélioration de la FCE.

CEDII (Centre d'Echanges, de Documentation et d'Information Inter-institutionnelles)	16 august 2001 to 31 december 2002	336.703.000 fmg (ou 51,800.46)	“Centre d'échanges, de documentation et d'information inter-institutionnelles” qui consiste à à la mise en place d'un centre pour faciliter la circulation des informations, fournir de l'information adaptée aux besoins des acteurs régionaux et faciliter l'accès à l'information de l'ensemble des acteurs régionaux.
Salohim-baovao	27 august 2001 to 31 december 2002	252.332.960 fmg (ou \$ 38,820.46)	“Espace de Promotion de l'Information” (EPI) qui consiste à à faire connaître ce que la région de Mahajanga a, et ce dont elle a besoin en matière d'informations inter-institutionnelles notamment par : <ul style="list-style-type: none"> - le recensement des informations existantes et éparpillées ; - le développement de partenariat ; - la constitution de la base de données initiales ; - la mise en oeuvre d'un système de communication pour encourager et dynamiser les échanges d'informations inter-institutionnelles ; - la promotion de la culture de l'information.
Hery Miray	16 august 2001 to 31 december 2002	74.887.000 fmg (ou \$ 11,521.08)	“Ny Taniko “ (mon terrain) qui consiste à réduire les litiges fonciers, source des conflits sociaux notamment par : <ul style="list-style-type: none"> - la vulgarisation des textes et procédures sur les régularisations foncières; - la réduction des marges de malversations des institutions concernées ainsi que les corruptions; - l'information de la base sur les typologies des problèmes fonciers, les causes ainsi que les voies de recours; - les renforcements institutionnels et organisationnels des institutions gérantes.
Transparence International	05 November 2001 to 28 February 2002	24.105.000 fmg (ou \$ 3,708.46)	“Projet d'évaluation de l'intégrité à Madagascar” qui consiste à mesurer le degré de convergence de perception de la corruption, à disposer des données de base pour le suivi, à fournir des données comparables et une évaluation du problème et fournir une base factuelle d'information pour le processus d'adaptation du Source book, notamment à travers : <ul style="list-style-type: none"> - l'organisation d'un “focus group discussion” ; - la sensibilisation de la presse ; - l'exécution du plan de communication des résultats de l'enquête.
Ankoay (association des pêcheurs)	En cours d'approbation	89.307.000 fmg (ou \$ 13,739.54)	« Communication Ankoay » qui permettra à la fédération des pêcheurs traditionnels : <ul style="list-style-type: none"> - à avoir un cadre politique et législatif permettant aux pêcheurs de se mouvoir et de s'épanouir dans l'exercice de leurs fonctions ; - l'intégration de leurs secteurs au sein des instances de concertation-consultation et des instances de décisions ; - à avoir un cadre institutionnel et organisationnel permettant une gestion rationnelle et concertée des ressources maritimes et halieutiques
Ivoarana	En cours d'approbation	80.287.500 fmg (ou \$ 12,351.92)	« Promotion du Journal Ivoarana » qui consiste à promouvoir la culture de l'information au niveau de la population particulièrement les jeunes et renforcer l'organisation et l'institutionnalisation de l'association TENI-CRI (cercle de réflexion ivoarana)
Comode DSRP	23 august 2001 to 15 october 2001	102.075.000 fmg (ou \$ 15,703.85)	“Structuration de la participation des organisations de la société civile dans le processus de formulation du DSRP, de sa mise en oeuvre et de son suivi” qui consiste à contribuer à la mise en oeuvre d'un processus

			<p>efficace et durable pour la gestion démocratique et pacifique du pays en vue de la réduction de la pauvreté de ses habitants notamment par :</p> <ul style="list-style-type: none"> - la participation active des OSC dans la formulation et la validation du DSRP tant au niveau régional que national à travers des propositions concrètes se rapportant aux questions d'intérêt public ; - la mise en place par les OSC d'un mécanisme de suivi et de contrôle des réalisations du DSRP.
Centre d'Arbitrage et de médiation de Madagascar	15 december 2001 to 30 april 2002	273.580.000 fmg (ou \$ 42,089.23)	<p>"Financement des activités du CAMM" qui consiste à disposer le CAMM d'un corps d'arbitres compétents et d'autre part à rehausser la reconnaissance nationale et internationale du Centre, notamment à travers :</p> <ul style="list-style-type: none"> - la promotion du CAMM et la vulgarisation du concept de l'arbitrage et celui de la médiation ; - le Marketing du CAMM pour une meilleure connaissance des milieux intéressés et du grand public; - la formation et la sensibilisation des entreprises pour familiariser celles-ci avec le système d'arbitrage et de médiation et de favoriser en conséquence leur recours à ces nouvelles méthodes de règlement de litiges; - la mise en place du centre de documentation spécialisé sur l'arbitrage de droit international et le droit des affaires.

Annex VI

Overview of Pact's capacity building framework under Ilo

Situation actuelle de l'OSC après le partenariat avec PACT

Axes d'appui développés en concert avec les OSC partenaires	Evaluation générale des OSC
1. Développement organisationnel : - Structuration organisationnelle pour dynamiser un peu le groupe - Généralement, le 1° AG avec Pact conduit toujours à : <i>Un amendement de statut</i> <i>Elaboration de R.I</i> <i>Adoption d'un organigramme plus adapté au groupe (en tant que groupe de plaidoyer)</i> - Doter du groupe des différents outils de gestion et de management d'un groupe Manuel des procédures Règlement Intérieur ...	Une OSC plus crédible par rapport - à sa base (ses membres) - à la communauté - aux décideurs - aux bailleurs de fonds
2. Développement de l'information - A l'interne Développement et adoption d'un mécanisme de circulation de l'information interne - A l'externe Faire connaître le groupe par l'entremise d'une rencontre au public (Décideurs – Programme – Autres OSC) sous forme des conférences –débat ; animation publique	L'OSC admet une place primordiale de l'«information » dans le traitement de la problématique (QIP) = Elle commence à s'informer davantage au-delà de partenariat avec Pact
3. Développement des capacités techniques Former tous les membres en techniques de négociation et de plaidoyer Former en gestion du projet Autre plan de formation suivant les besoins exprimés par les partenaires	Une OSC plus consciente de sa vraie place et son rôle dans le développement de FNR. Cette compréhension permet à l'émergence parmi les membres des OSC des leaders, plus disponibles, plus doués à diriger les actions de plaidoyer, de négociation que le groupe va engager
4. Développement des réflexions stratégiques du groupe Appuyer le groupe (en AG) de voir, d'observer de façon stratégique la problématique (ce qu'il veut faire, ce qui leur manque pour avancer, ce dont il dispose, leur point faible et fort...)	Une OSC voulant engager de collaboration, de dialogue et négociation avec l'Etat au lieu de le critiquer négativement
C'est la démarche stratégique qui aboutit à un plan d'action (PTA), objet d'une recherche ou de mobilisation de fonds.	Des membres des OSC plus motivés à aller de l'avant en dépit de la lenteur de la machine administrative avec tous ses paramètres à haute tension (corruption, politisation, menace d'affectation, répression indirecte...)
	Une OSC plus dynamisée et plus structurée par rapport au traitement de la Q.I.P
	Une OSC régionale éveillée par l'approche Q.I.P, leur permettant de participer effectivement dans la gestion de la vie publique avec le Etat – projets/programmes = Information ; Bonne gouvernance ; Démocratie...
	Les OSC se sentent plus responsables dans le processus de développement régional
	Des interventions plus informées et plus stratégiques et plus mobilisatrices des OSC partenaires
	Bonne compréhension des membres des OSC sur le double rôle d'un groupe des citoyens : en tant que OSC AGEX et OSC de plaidoyer
	Nos OSC partenaires admettent qu'avant de se lancer dans les actions proprement-dite (en tant que AGEX), il faut d'abord négocier, développer de partenariat, suffisamment s'informer de la situation (racine principale de la QIP) , s'ouvrir à la communauté pour développer un processus de développement durable et aboutissant

Annex VII
Themes developed by Fort-Dauphin Journalists in 2001

Water fountain management and pricing policy in the commune of Fort-Dauphin

Cholera reduction programs and regional health organizations

Control systems over livestock trade (repression of banditry)

Economic impact of road deterioration on the commune of Manantenina

Issues around the Antanambao Market – problems and solutions

Development perspectives for the urban commune of Fort-Dauphin : initiatives, partnerships and sanitation

Fisheries survey in Anosy

Access to health services and cost recovery in Fort-Dauphin and Anosy

Annex VIII -.CSO associated with the PRSP activity

TOAMASINA issues	NGOs involved	ANTSIRANANA Issues	NGOs involved
<ul style="list-style-type: none"> ▪ <i>Promotion des pêcheurs traditionnels et protection de l'environnement marine</i> ▪ <i>La solidarité sociale pour la promotion de l'Education-Formation</i> ▪ <i>Mise en valeur de l'art</i> ▪ <i>Situation générale des travailleurs salariés</i> ▪ <i>Les lépreux</i> 	<p>Balsama Mitia Ordre des médecins Tsaramandroso Mahatsinjo Price FFS FAP ONAIB KMF/CNOE Groupe artistique Tatao ISPRO FAFED Mini voanio</p>	<ul style="list-style-type: none"> ▪ <i>Exploitation sexuelle des femmes</i> ▪ <i>Caisse de stabilisation</i> ▪ <i>Enclavement intellectuel et matériel : infrastructure routière</i> ▪ <i>Insécurité foncière</i> 	<p>AMI Masoala Haingon'ny ala Sehatra Grades SAF FJKM FSCAE Babangy IVDE Fanamby Organisation islamique de secours FSS AFUN Mahiratra Primas Anyma Ada Green Mad CRM Maintenord Ordre des médecins FAF SHALOM FLM KMF/CNOE FSM PAIQ LADHP</p>

MAHAJANGA issues	CSOs involved	ANTANANARIVO issues	CSOs involved
<ul style="list-style-type: none"> ▪ Difficulté d'accès à l'enseignement primaire et secondaire et politique de répartition des infrastructures scolaires ▪ Difficulté de mobiliser des fonds pour la construction et l'entretien des routes et politique de répartition des compétences entre les entités des provinces autonomes ▪ Difficulté d'accès aux soins de santé et politique de répartition et d'implantation des infrastructures sanitaires ▪ Cycle d'endettement ininterrompu des ménages à faible revenus et politique de micro-crédit accessible à tous les ménages ▪ Difficulté d'acquérir des cartes d'état civil 	<p>Kolo harena AECA Tarabolamena Vehivavy Vonona Aider FFTA URCECAM GGM Melaky Fisherman Group Taratra Tafa Taratr'l Madagasikara Ordre des Médecins Ordre des Pharmaciens Ordre des Vétérinaires Give Hope Mahasoa DIDEC SAF/FJKM Islam Malagasy Jeunesse Adventiste Salohim-baovao Ankoay PFDH Hery Miray Justice et Paix Intermedias CRS/Aina Croix-Rouge FAFED KMF/CNOE UDAC ANAE SOLFA</p>	<ul style="list-style-type: none"> ▪ Mise en place des fokontany « tompon-draharaha » avec respect de responsabilités, avec participation effective de tous les citoyens ▪ Recrutement et nomination des responsables suivant la compétence ▪ Instruction et éducation universelle avec accès privilégié à l'éducation ▪ Rationalisation de l'IEC pour un développement humain effectif ▪ Droit à l'information et des documentation traitant l'agriculture ▪ Efficience de la communication à haute fréquence par des antennes relais émetteur pouvant couvrir entièrement la province ▪ Dynamique culturelle au sein de la société 	<p>FIFATA Ramilamina TAVAMA ROVA FVTM Miaro TRIS A ADAFE Misaina DRV FAMI AFP Bongolava TAFIMA AJEA FAFITSIRO AJA KPI-FIKRIFAMA ADAFE UNA-CIVILES CONECS FFKM CTM FAMHI AVO</p>

<i>actes d'état civil et politique d'enregistrement des naissances</i>	AGERAS Tantsaha Tafariy VEMOFA CEMEAM DNERM DNELM CTM GIT Boina	<i>de la société</i> <ul style="list-style-type: none"> ▪ <i>Procédure de l'appropriation foncière à simplifier, qu'elles soient à la portée de tout citoyen, en les impliquant à la modification</i> ▪ <i>Renforcement des moyens de production agricole, des capacités technique et organisationnelle aux paysans</i> 	
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TOLIARY issues	CSOs involved	Fianarantsoa issues	CSOs involved
<ul style="list-style-type: none"> ▪ <i>Création de cantines scolaires</i> ▪ <i>Mobilisation et structuration des sociétés civiles pour une participation aux instances de débats et prise de décision</i> ▪ <i>Accès facile et incitation aux prêts bancaires et crédits</i> 	Aide et Action AKIO Arboretum d'Antsokay Association Malgache pour la Culture Chambre des Métiers FEKRIMAKE FIHAMY GASY MANDROSO MOLENGE ADS APEMBA BAIBO Rano sy Vary Sud Sedra Taratra Projet Action Ravaka Tanora mihetsiketsike Todisoa Toky ASE CAFED COUT Filongoa Betsingilo Katrafa Lasitra APEL SEKRIMA FISA	<ul style="list-style-type: none"> ▪ <i>La ligne Fianarantsoa Manakara</i> ▪ <i>Indigents et accès aux soins de santé</i> ▪ <i>La valorisation des capacités et compétences régionales en production rizicole</i> ▪ <i>Existence dans chaque commune rurale d'un réseau organisé pour appuyer la facilitation des accès des populations à l'éducation, à la formation et à l'encadrement professionnel</i> ▪ <i>La promotion de la femme</i> ▪ <i>La valorisation des capacités et compétences régionales en bovidés</i> 	Collège des ONG GTDR Sud-Est Collège des ONG Sud-Est Collège des ONG GTDR Ihorombe Ordre Collège des OP Amoron'I Mania Collège des ONG Haute Matsiatra Micet Malagasy Mahomby DELC Miray PCA CEDII Tefy Saina CA Radio Mampita CARITAS ADIFCE CCD Namana AROM/GRP EAM Fanaganana GIFT SAF FJKM FAFAI UAPS TITEM SAHA DELC FAMI IDEE RIR AISVMiezakaAUE

	<p>FAFED</p> <p>Ordre des Médecins</p> <p>KMF/CNOE</p> <p>Croix-Rouge</p> <p>GATO</p> <p>ANGAP</p> <p>FITAMAFA</p> <p>Groupement de Pêche</p> <p>ALPHE</p> <p>MPAMITO</p> <p>3 T</p> <p>Association de Secours</p> <p>Reny 2000</p> <p>ATOMI</p> <p>AVOTSE</p> <p>Capricorne</p> <p>Centre de Formation</p> <p>Fénérive</p> <p>FIBEMI</p> <p>Fikambanana</p> <p>Ampela</p> <p>FILONGO</p> <p>FITAF</p> <p>SAF/FJKM</p> <p>SCCFI</p> <p>Tuléar Rugby Plus</p>		<p>AGECO</p> <p>Mahefa</p> <p>CCISE</p> <p>MIARMIVOY</p> <p>CAPR Tsinjoezaka</p> <p>FANOITSA</p> <p>Ordre des journalistes</p> <p>Centre de Presse</p> <p>ANIMA</p> <p>Intermedia/ALJM</p> <p>KMF/CNOE</p>
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Annex IX - Exerpt from Cornell's 2001 Ilo activity report

Success story 2

The poor and cost recovery in the health sector

Under the demand driven studies, a commission of wise men (GRP-'Groupe de Reflexion sur les Politiques Economiques') that was established with the purpose to assist the Ilo program in the choice of relevant research topics suggested to do a study on the effect of cost recovery policies in the health sector on the poor. It was felt that such a study could be of great use to influence policy making to improve the well-being of the poor.

The survey was organized in September 2001 in the three poorest provinces of Madagascar. The results of the survey showed that since the change in health policies (increased spending, decentralization, cost recovery), public health care centers function better: the quality of health care services improved; medicines are more readily available; and patients pay less informally. However, the results of the survey also showed that the cost recovery system had negative implications, especially for the poor as visits to the public health facilities dropped, particularly by the poor and during the lean period; the poor get no special treatment: they pay the same price as everybody else and; the poor use less medicines and rely more on alternative, less expensive, and traditional sources of health services.

While there was anecdotic evidence that this was the situation, it was the first time that the effects of costs recovery on the poor were explicitly quantified. This led to a more informed policy debate during the national workshop on the DRSP. MIDI, one of the leading national newspapers, reported for example that, based on this study, a policy change would be made under the new DRSP program where a special budget at the commune level would be put in place to pay for the health care costs of poor people.

The keys to the success of the impact of this analysis were threefold: 1. timing: the results of the study became available exactly before the decisions had to be taken for changes in the national health policy; 2. outreach: it was made sure that outreach of the results was organized in different ways: a. bottom-up: our partner PACT used the results of the study during the organization of the national forum of the civil society in preparation of the DRSP; b. bottom-down: key policy setters in the government and in the donor community were involved from the design to the analytical stage of the survey; different informal meetings with these key players were held; c. INSTAT point d'Information: the public was informed of the results of this study during a widely attended public presentation organized by INSTAT; 3. The policy brief got through different rounds of wording and rewording to make message as clear and to the point as possible.

Annex X - PRSP expected results and Achievements

Under the amendment to its cooperative agreement, Pact was to focus on 2 themes: Rural development and the environment in Mahajanga and Fianarantsoa, and health in Fianarantsoa ; publish 3 information synthesis on rural development and health and make them accessible to 20 organizations in each target region; insure access to the draft PRSP document for 100 organizations; organize a preparatory workshop for each of the above topics and focus regions with the participation of 20 CSOs per workshop.

Pact focussed on 2 themes and 3 additional themes, including 12 sub-themes and published information syntheses for each theme and sub-theme. On rural development, Pact published information syntheses on agricultural productivity, information and training, environment, access to credit, roads, insecurity and land tenure. On health, Pact published information synthesis on cost recovery, health policy and national and regional health plans, public and private systems and local health service delivery, priority programs on prevention, promotion and care, and drug distribution and subsidies. Each sub-theme was identified through a workshop in Antananarivo and in each target region with actors from civil society, government and projects. For each sub-theme Pact produced illustrated slide shows in French and Malagasy. Pact also produced illustrated slide shows on key institutional montages, mainly the Action Plan for rural Development (PADR) and its 20 Regional working Groups on Rural Development (GTDR), and on the Sectoral Transport Program (PST). The information synthesis were identified and produced in 4 weeks in order for preparatory workshops to be held prior to the corresponding public consultations.

Pact subsequently identified and produced information synthesis on 3 additional themes: The Highly Indebted Poor Countries Initiative (HIPC) and Madagascar's debt, Industrial Policy and Development, and Agricultural Policy and Development. Working with Ilo partner the Economic and Technical Information Center (CITE), Pact also produced information specific to 35 issues identified by civil society and reclassified the draft final PRSP document into thematic files according to specific themes and issues, making the document more legible and linking government proposals to issues raised by civil society and to information from sectoral studies and reports. Cornell made

significant contributions to the process all along, and guided Pact consultants in the production of information syntheses. For more information on Cornell's input, see the PRSP section on page 6 of Cornell's 2001 activity report.

120 organizations accessed the draft PRSP documents and Pact's information synthesis on rural development and health and participated in Pact's preparatory workshops before the PRSP thematic consultations. 113 of those organizations accessed and used the re-classified PRSP document in the 6 provincial consultations. Pact organized 2 workshops on rural development and the environment and one workshop on health, mobilizing 70 participants from civil society, the private sector and government in each workshop. In partnership with the Madagascar Least Advanced Countries (PMA) Committee, Pact also organized a preparatory workshop on governance issues in preparation for the Governance thematic consultation in Toliary. Initiating a partnership with UNDP and the Friedrich Ebert Foundation (FFE), Pact insured the participation of 40 civil society organizations to the Toliary workshop, most of which would not have participated otherwise. Pact also insured the participation of civil society organizations to thematic consultations on Gender in Toamasina, AIDS in Antsiranana and Urban poverty in Antsirabe.

The Toliary workshop resulted in the spontaneous decision by 40 organizations to insure optimum civil society involvement in the PRSP process and to durably involve civil society in PRSP implementation. Pact provided financial and technical support to the Ad Hoc PRSP Committee created by civil society immediately after the Toliary workshop. The committee mobilized 200 CSOs from 6 regions between the 7 thematic public consultations (February to May) and the 6 provincial consultations (October and November), providing facilitation in identifying regional issues of concern and preparing for participation in the provincial workshops. More than 600 CSOs were reached by the Comité. The committee also advocated for greater transparency and access to workshop reports from the GOM.

Pact conducted a half-day training seminar for members of the GOM's technical PRSP cell on participatory process and on ways to improve the current PRSP process. Pact maintained close links with the Technical Adjustment Secretariat (STA), in charge of managing the PRSP workshops at all times.

These activities culminated in a two-day national civil society workshop in which 80 civil society representatives from all 6 provinces meshed with national-level organizations and prepared their final proposal for the final PRSP consultation. Pact worked closely with the Committee in the weeks prior to the national workshop to develop material on each of the 3 additional themes, mobilizing national-level civil society and private sector organizations including the Union of Madagascar Industries (SIM) and the Reflective Committee on Competitiveness (CRC). Workshop participants nominated 35 representatives to the final PRSP consultation, held one day later.